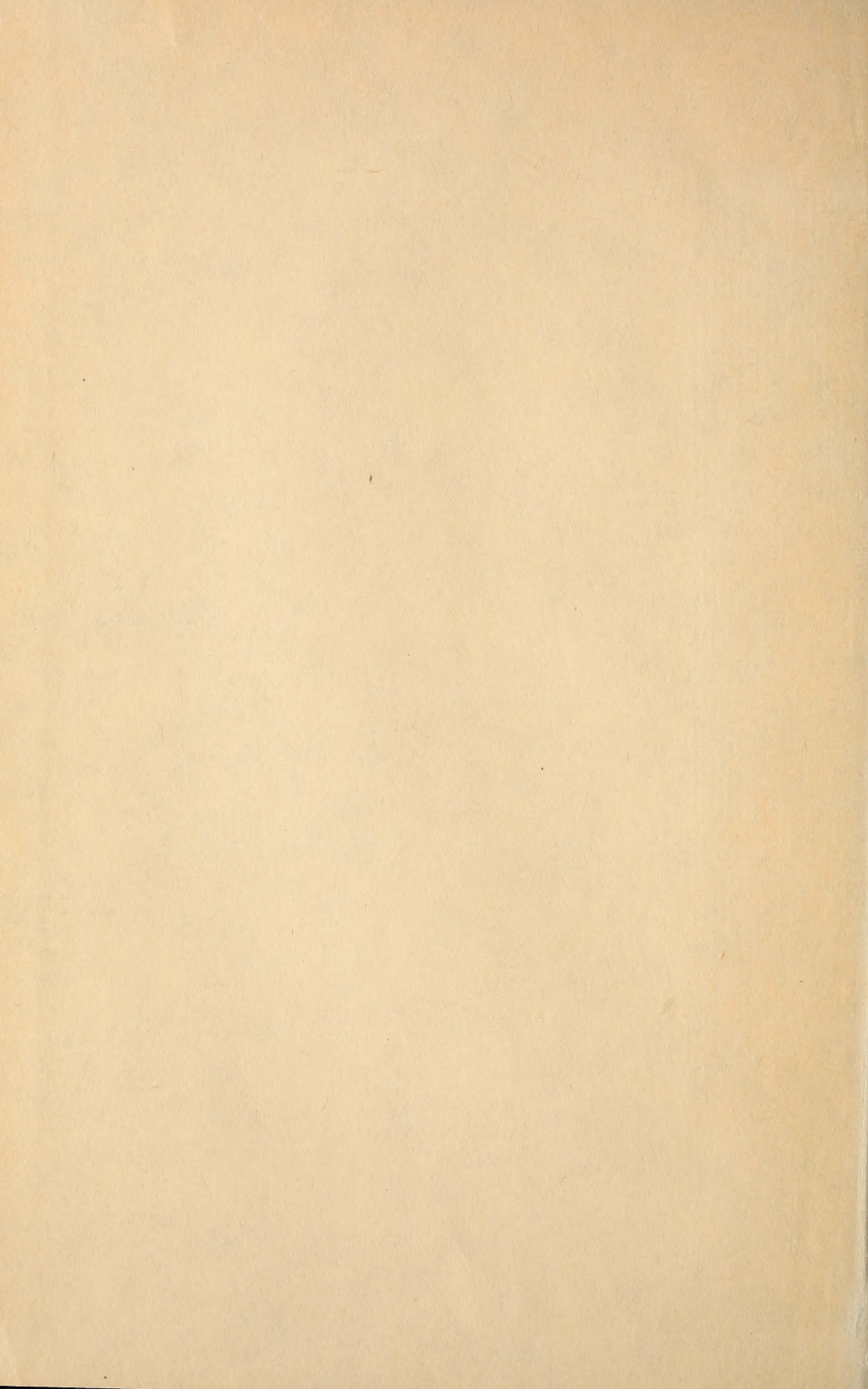








PUBLICATION No. 225

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**BIENNIAL REPORT**  
*of the*  
**SUPERINTENDENT OF PUBLIC  
INSTRUCTION**  
*of*  
**NORTH CAROLINA**  
1938-39 AND 1939-40



**PART I**  
**SUMMARY AND RECOMMENDATIONS**



*Issued by the*  
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION  
RALEIGH, NORTH CAROLINA

## SUMMARY OF RECOMMENDATIONS

(See p. 111 for full recommendations)

1. That the North Carolina teachers and other State employees should be given the benefit of a sound retirement system. (See page 112.)

2. That the funds provided for the eight months school term should be increased in an amount:

(a) To give a ninth increment at the rate of \$133.33 for the maximum and \$111.00 for the minimum schedules for teachers. (See page 114.)

(b) To give a fifth increment to the principals' schedule in the amount of \$5.00 above the present P-4 rating. (See page 114.)

(c) To give \$250,000 annually for the establishment of a higher rating for those teachers and principals who have made additional preparation beyond college graduation and who have made a record of outstanding teaching ability. (See page 115.)

(d) To give \$250,000 annually for raising the minimum teachers' schedule. (See page 115.)

|                                   |              |
|-----------------------------------|--------------|
| Total requested for 1941-42 ..... | \$28,840,924 |
|-----------------------------------|--------------|

|                                   |            |
|-----------------------------------|------------|
| Total requested for 1942-43 ..... | 29,527,833 |
|-----------------------------------|------------|

(See page 116.)

3. That a tenure law in the form of a continuing contract including provision for sick leave should be enacted. (See page 117.)

4. That the program of vocational education should be materially expanded, by

(a) Increasing State appropriation in an amount sufficient to match Federal Funds.

|                           |           |
|---------------------------|-----------|
| Request for 1941-42 ..... | \$650,000 |
|---------------------------|-----------|

|                           |         |
|---------------------------|---------|
| Request for 1942-43 ..... | 760,000 |
|---------------------------|---------|

(See page 118.)

(b) Increasing the appropriation for the training of civilian cripples in order to meet the public demands in this field. (See page 119.)

(c) Making an appropriation of \$50,000 for developing a program of industrial arts in the public schools. (See page 119.)

5. That the whole question of compulsory attendance should be thoroughly studied, and that

(a) The compulsory school attendance age limit be increased to sixteen years.

(b) The compulsory school attendance law be rewritten.

(c) An appropriation for the educational enforcement of the law be made.

(See page 120.)

6. That the appropriation for adult education should be increased in order that the present program may be carried to every county in the State. (See page 122.)

7. That provision should be made for more suitable and adequate instruction in the public schools for exceptional children. (See page 122.)

8. That county and city superintendents should be required to hold a Superintendent's Certificate, and thus be placed on an equal professional rank with classroom teachers and principals. (See page 123.)

9. That the population limitation now required before a district may vote a supplementary tax should be eliminated from the law, and thus make the law truly democratic. (See page 123.)



STATE OF NORTH CAROLINA  
SUPERINTENDENT OF PUBLIC INSTRUCTION  
RALEIGH

December 10, 1940.

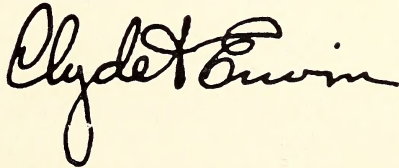
*To the Governor and General Assembly of 1941:*

SIRS:—Pursuant to law, the Report of the Superintendent of Public Instruction for the biennium ending June 30, 1940, is herewith submitted.

This Report shows, by illustrations, charts, statistical tables and by descriptive account, the public school situation of the State. You realize, I am sure, that the pictures presented represent the high spots; they are not representative of the State as a whole. Although this Report indicates improvement in public education in recent years, it must be admitted that there are many low places to be raised by the extension of greater educational facilities to the many children who do not have the opportunities as pictured in this report.

I hope, therefore, that you will read very carefully the recommendations that I have made for the future educational progress of this State. Your fair consideration of each of these proposals will be warmly appreciated.

Very respectfully yours,

A handwritten signature in black ink, reading "Clyde H. Ewing". The signature is written in a cursive style with a large, prominent initial "C".

*State Superintendent of Public Instruction.*

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# North Carolina Public Schools

## HISTORICAL SURVEY

### EARLY BEGINNINGS

In order to get a clear picture of the public school system of North Carolina, it is necessary to understand its historical development. Our system of education is deeply rooted in the past. Its story, although gloomy and almost tragic at times, is interesting. The history of our public education represents the aspirations of the generations of our people, each in turn desiring to provide better educational opportunities for the youth of the State.

**The First Law, 1839.** It has been a hundred years since North Carolina, after much agitation and discussion, legally provided for the establishment of a common school system to be free to all children, both rich and poor. On the foundation of this first law, enacted in January 1839, our public school system has been built; and has come down to us today, through financial panics and through wars, as the greatest single service the State has ever yet rendered. The success of this venture, which has been accomplished so far, has been due to the belief of the masses of the people in free common schools and to the untiring efforts of the leaders for the cause. Under this first law practically every county in the State voted in favor of the tax for schools. Funds from this source were supplemented by appropriations from the Literary Fund, which was created in 1825 and which in 1839 amounted to approximately \$2,000,000.

*By 1860*, according to the testimony of many witnesses, our public school system ranked among the best in the country. Due to the interruption of the War for Southern Independence, however, and the destruction wrought by that War, the schools suffered a blow from which it has taken many years to recover.

**1868-70.** The Constitution of 1868 created the office of (State) Superintendent of Public Instruction in place of the old office of Superintendent of Schools, which had been abolished in 1865. The Legislature of 1869 reenacted practically the same legislation that was included in the first law of 1839, with the addition of a definitely prescribed school term of four months, the provision for a general school tax, and the education of Negroes.

But there was more to be done than the passing of sufficient legislation before the system of schools could be re-established. The principle of public taxation had been approved, but the application of that principle to the needs and changed conditions of the State proved very difficult.

The intent of the law enacted was that through taxation a school fund sufficient to furnish comfortable schoolhouses and pay the salaries of teachers for four months would be provided. But this purpose was never realized. Under the law the township *committee* gave the township *trustees* an estimate of the additional amount of money needed to meet the expenses of a four months term. If after a vote of the people the township trustees failed to levy the tax, then it was the duty of the county commissioners to levy and collect the tax.

**The Craven County Case.** In township No. 3, Craven County, the majority of the voters voted against the tax to meet the necessary school expenses.

However, the commissioners proceeded to levy the tax to secure funds for maintaining the school. An injunction was brought by citizens of the township to prevent the collection on the grounds that to do so would be in violation of the Constitution, which stated that no tax should be levied except for *necessary expenses*. The judge of the Superior Court decided against these citizens; and the case was appealed to the Supreme Court which reversed the decision of the lower court.

As a result of this decision, the tax was never levied in any county of the State and the four months school was killed in so far as its existence depended upon an additional tax in the township to supplement the State fund. Thus we see that this interpretation of the law, along with poverty, ignorance, inexperience, prejudice and the fear of mixed schools, were all obstacles in the way of really providing a creditable school system.

In 1875 the Reconstruction regime was overthrown, and the Constitutional Convention of that year made plans for certain changes in the basic law of the State, chief of which was the provision for separate schools for the children of the two races, a fact which made it possible for the State to advance educationally.

Under this new Constitution the county commissioners were charged with the financial responsibility for the maintenance and operation of the public schools for a four months term. They could levy for public purposes an ad valorem tax not in excess of 66  $\frac{2}{3}$  cents on the hundred dollars worth of property and a poll tax of \$2.00. The wealth of each county, therefore, supplemented by the small income from the permanent school fund, was the basis of support for the educational system.

In the very first law enacted under this Constitution, townships having within their limits cities of five thousand or more inhabitants were given permission with the vote of the people to levy taxes for the support of public graded schools. The control of these schools was placed in a local board of trustees to be selected in accordance with the provisions of the act granting the permission of control. This was the beginning of what was up until 1933 known as special charter systems, and are now called city administrative units.

There are, therefore, in North Carolina two types of administrative units, county and city, both of which have played important parts in the evolution of the present method of State support. These two types of local administrative units must be kept in mind as the topic is further discussed.

The county commissioners, as stated above, were clothed with the responsibility of operating the schools for the four months term, which responsibility applied to the entire geographical area. In city or charter systems, however, the funds were turned over to the local trustees, and such funds plus the local taxes were used to operate those schools.

**The Sampson County Case.** The financial strength of the counties measured in terms of property valuation varied. As a consequence the tax rate was the same in all parts of the State; but the length of term,



notwithstanding the constitutional requirements for uniformity, was unequal. The General Assembly of 1885 tried to remedy this inequality by authorizing the commissioners of every county to levy an additional tax over and above the 66 $\frac{2}{3}$  cent limitation to raise an amount sufficient to operate all the schools in the county for four months.

This tax was resisted by a taxpayer in Sampson County, and the case went to the Supreme Court for adjudication. The court by a divided opinion decided that the special tax authorized was in violation of the Constitution and could not be levied. This left the schools with an even or flat tax rate, but an unequal school term.

In 1897, the people living in rural areas, or that territory outside of city schools, obtained permission to vote for special taxes for schools on condition that the State should appropriate a like amount not in excess of \$500. Due to some misunderstanding, this law was never effective and consequently the Legislature of 1899 repealed the act.

### THE BEGINNING OF STATE SUPPORT

The Legislature of 1899 also made an appropriation of \$100,000 to be apportioned to the counties on the basis of school population. This appropriation marks the beginning of State support for public education. It was intended to increase the ability of each county in providing a longer school term. It helped some in this respect, but the amount was not sufficient to produce the desired results. The Legislature of 1901, therefore, not only appropriated \$100,000 to be distributed on a per capita basis, but introduced a new principle of school support by appropriating annually an additional \$100,000 to be known as an Equalizing Fund and to be so distributed as to extend the school term, as nearly as might be, to the four months specified in the Constitution.

The Legislature of 1901 also passed an act providing for the voting of taxes in cities and towns, in special school tax districts outside cities and towns, and in the county as a whole, if the State tax levied was insufficient to maintain one or more schools in each school district for a period of four months.

**Aycock Campaign.** As a result of these laws and of the interest and aid given to the cause of education by the Governor, Charles B. Aycock, a great educational campaign was launched in North Carolina to encourage the people to vote taxes for schools. This was the only way open for the development of rural education; no other plan of support was either practicable or possible.

The results of this campaign cannot be measured. Educational rallies were held in every part of the State, and public men of every calling took part. The press and other agencies lent their support to the movement. At the beginning the tax was on a small district; then followed the idea of a larger district; and concurrent with the advent of good roads the movement for consolidation and transportation began.

**The Franklin County Case.** Out of all this came the possibility and beginning of the rural high school. It was in 1907 that a separate annual appropriation was made for the establishment of these high schools. It was during this year also that a further effort was made to bring about

an equal school term. The county commissioners were authorized to levy an additional tax to bring the term in each district up to four months. A taxpayer in Franklin County resisted the levy and the question, identical to the one in 1885, was brought before the Supreme Court. This time the Court reversed the opinion rendered 22 years before by holding that the recent act of the Legislature was obligatory on the commissioners. As a result of this decision, the uniform school term was set up.

**A Period of Expansion.** In the solution of this problem, however, a new one arose; and that was the question of unequal tax rates. It was thought that the Equalizing Fund would solve this difficulty, but there were other factors entering into the picture that kept this question as a paramount school issue for a quarter of a century.

First, through power development and industrial growth, some counties increased their wealth very rapidly, while others advanced at a slower rate or even went backward. Second, the rising costs in every field of endeavor was accompanied by a demand for better school facilities which increased the cost of education. These two facts resulted in a greater spread in the tax rates through the counties of the State, the rates rising faster than the costs of the schools.

The State, in trying to remedy this situation, each biennium increased the Equalizing Fund. From 1920 to 1930 the total cost of education was multiplied by approximately three, and the State Equalizing Fund by six. During this period, the Constitutional term was extended to six months, an eight months term was provided from local taxation in three-fourths of the State, better trained teachers were employed, and greater school facilities were provided. This was a period of prosperity and expansion. Taxes were easy to vote for all purposes, including schools.

**The Depression.** Then came the depression, and with it the collapse in property values, which in many instances was very rapid. Already by 1929 many districts found themselves unable to carry on the school program within the fifty cent rate limitation fixed by the Legislature. Caught between these two dilemmas of increasing costs and decreasing revenue, practically all rural high schools would have been swept away had it not been for the tax reduction fund of \$1,250,000 which the Legislature of 1929 provided. This fund kept the doors of our high schools open for the two months beyond the six months constitutional term and was the acceptance by the State of some financial responsibility for an eight months school term rather than for only the constitutional term of six months as had been the case during the preceding years.

The Legislature of 1931 faced a much more difficult situation than that which was before the 1929 law making body. In spite of the twenty-four year effort to equalize the county tax rates for the support of the constitutional school term by means of an equalization fund, there was still a wide range in the tax rates among the counties. The State Equalizing Fund had been raised to \$5,250,000 annually for the six months term and \$1,250,000 for the extended term of two months, but still taxes on property, mostly land, were high and school costs had been reduced very little. Many counties were in default on their obligations, and teachers were unpaid.



In the face of this situation, it was necessary for the Legislature to take vigorous action even to keep the schools open. But out of this very situation the principle of complete State support was born. The Legislature of 1931, therefore, met the situation by underwriting the operation of the six months term on the basis of State standards of cost, and by adding another quarter million dollars to the \$1,250,000 annual appropriation for the extended term. In meeting this situation it was found necessary to take action along two lines: first, greatly increase the State funds; and second, decrease the cost. As has been previously stated, \$5,250,000 had been appropriated the preceding year for aiding in the operation of the six months term and \$1,250,000 for the extended term, whereas the cost had been \$21,500,000 for the six months term and \$7,000,000 for the extended term. The Legislature made an appropriation of \$11,500,000 from the general fund, levied a State-wide 15-cent property tax estimated to raise \$4,350,000, which with the county and district funds amounting to approximately \$2,800,000, made a total of \$18,650,000 for the six months schools. The cost of the extended term was reduced from approximately \$7,000,000 to \$6,225,000. All these reductions were brought about by limitations placed on the operating budget—by increasing the teaching load, by reducing the teachers' salary schedule, by eliminating the salary increment accruing on the basis of experience, by allotting fewer principals, by redirecting transportation routes, and by authorizing the closest scrutiny over school costs of every kind.

Still with all this planning, with all this economizing, and with all the restrictions placed on the budget, the State was having a difficult time in balancing the budget and operating the schools. Public education had been accepted as a State function, but finding the revenue by which to operate the schools had become very difficult.

### STATE SUPPORT

In 1933, the year when the whole world was torn asunder and held within the grip of the greatest economic depression in its history, the Legislature met the fifth of January and stayed in session until May 15th wrestling with the problem of finding revenue by which the State's departments, bureaus and institutions could be operated for the next two years. In every way the situation was worse than it was in 1931. Most of the schools had been kept open, but at great sacrifice and sometimes even hardship on the part of teachers, patrons, and the taxpayers.

When the subject of "public schools" came up for consideration by the legislative body, it was proposed by some that they be suspended for a year or two; it was suggested by others that the term be reduced to six months uniformly throughout the State. Neither of these ideas prevailed, however. After much discussion and thoughtful consideration, an eight months term supported largely from State funds was set up.

**Reduction in Costs.** In order to operate the public schools on an eight months basis, the costs were greatly reduced. The Legislature made an appropriation of \$16,000,000 which, with such funds as accrued from fines, forfeitures, penalties, dog taxes and poll taxes, in the administrative units, were to be used for operating the schools on State standards of

cost. The total annual funds amounted to about \$18,000,000 as compared with an expenditure of \$24,000,000 the preceding year.

This reduction in costs was effected either directly or indirectly by the following provisions of the law:

- (1) The abolition of all property taxation—district, township, county and city, for school purposes.
- (2) The writing of a lower salary schedule for county superintendents.
- (3) The provision for a lower salary schedule for teachers and principals.
- (4) The discontinuance of the employment of rural school supervisors.
- (5) The elimination for another two years of the salary increment accruing on the basis of experience.
- (6) The increasing of the teaching load in the high school.
- (7) The authorization given the State School Commission to take over the management and supervision of the transportation system.
- (8) The authorization given to the State School Commission to make a careful check of all school expenditures, and to exercise all economies possible in the operation of the schools.

**Effect of the New Law.** Some of the changes that resulted from this new State policy in regard to the public schools were the following:

1. By assuming the responsibility of public school support, the State divorced the distribution of State aid from the value of taxable property. Both the Equalizing Fund and the Tax Reduction Fund had been distributed in inverse ratio as the salary needs were to the property valuation after a certain uniform rate had been applied. This new method of school support provided that all income from fines, forfeitures, penalties, dog taxes and poll taxes should be used for the objects of Maintenance of Plant and Fixed Charges in the counties where collected, and that State money should be used for the objects of General Control, Instructional Service, Operation of Plant and Auxiliary Agencies, which includes transportation, on State standards of cost. This State money was distributed according to the needs in the several administrative units when such needs were measured uniformly by State standards.

2. By the abolition of taxing districts of all kinds, the separation of the schools from taxable property values was made complete in so far as the operation of the eight months school term was concerned. By abolishing the district as a unit of school support, a child's education was no longer directly dependent on the wealth of the community itself. Under the old plan, if any community desired a longer school term than six months for its children, a tax on property had to be voted for that purpose. This could be done very easily in the wealthy communities, but in many rural areas it was impossible for a child to obtain more than the six months schooling as provided in the Constitution. Now, under the new plan of support, each child in the State no matter whether he lived in the richest community in some city, or in the poorest or remotest area of the State, was provided with a school for eight months in the year.

3. A consolidated term tended to make the schools more efficient. Under the first year's operation of the new law, 197,568 more children



attended schools having a term of eight months than the year before the change was made. Not only was this true; but since there was no longer a bothersome local tax question, children could be transferred from one district to another if conditions made such transfers desirable. Formerly, children in non-local tax districts could not be transferred to a school in a local tax district without being faced with a tuition bill. Under the new law there were no tuition bills, except for the one month which the non-resident child who attended a school in one of the administrative units which operates a nine months school term paid.

It was also possible, since the abolition of local tax districts, to effect certain consolidations which were impossible under the old set-up. Many of the small inefficient schools were consolidated with larger schools which offered broader curricula and greater opportunities. Before the new law was enacted there were 3,602 school districts. After the State was re-districted under the new law there were 1,449 districts. This did not mean that there was a decrease in the number of schools, but simply that the children were assigned to convenient schools in the new and larger districts, sensible consolidations resulting in the abandonment of small buildings made without friction and with the greatest ease.

4. A reduction in the number of administrative units was also made possible under the new law. Under the authority given by the law, the number of city units was the first year reduced from 93 to 67. This number has since been increased to 71, and with the 100 county administrative units that were not reduced makes a total of 171 operating units now, as against 193 before the new law. This reduction in number of administrative units resulted in some economy, but the most desirable effect was the increased efficiency. The smallest special charter units, one having as few as only three teachers, were eliminated. These units became a part of the county unit in which they were located, and thereafter transacted their school business through the county unit rather than direct with the State office.

5. There was one other effect that the 1933 law had on the schools, especially those in cities, which although very unfavorable, must be told. This was the effect of the abolition of all districts and district taxation upon the schools in the larger cities and towns of the State.

The cities everywhere have been, and still are, the leaders in educational thought and enterprise. They began before and at the turn of the century to provide longer term schools and better educational facilities for their children. They have continually pressed forward in the front line of progress. Their example has been a continuing inspiration to the rural people.

The law that wiped out these taxes for school purposes also gave permission for administrative units to vote a tax for supplementing the budget or extending the term to 180 days. Coming at a time when the taxing structure as it related to property valuations was already broken down, it was practically impossible for any unit to carry an election, even for so worthy a cause as public education. Out of the 15 or 20 administrative units which made the effort the first year, only seven were successful, three of which extended the school term to 180 days. An adverse result

of this law, therefore, as it affected these larger schools, was that 119,145 children were denied the extra month's schooling which had been their privilege theretofore. At present, as will be shown in a subsequent section of this report, the number of units that have voted taxes to supplement the State program has increased and as a result the number of children having the advantage of a ninth month of schooling is approaching the number enjoying such privileges prior to the new State policy.

**January, 1935.** When the Legislature of 1935 arrived on the scene to consider the question of schools together with all other public questions, a different feeling prevailed throughout the State and country. The tobacco and cotton farmers had just received the best prices in several years for their crops, and business in general had improved. North Carolina was said to have been in the forefront among the States in coming out of the depression. Already discussion had passed the point of "the increase" expected for schools and had reached the point of "how much the increase would be."

The foundation for a State system of schools had been laid, had been in operation for nearly two years, and had proved generally satisfactory except for the insufficient financial support. Practically everyone was in general agreement that the State was ready to move forward to a higher financial level, which would in turn give the schools a better opportunity for increased service. The legislative battle resolved itself around the question of from what source the funds were to be raised by which the State's departments, institutions and schools were to be operated. This question was finally settled, and the appropriation for schools was set at \$20,031,000 for the first year and \$20,900,000 for the second year of the ensuing biennium. These amounts represented a substantial increase over the \$16,000,000 appropriated for each year of the preceding biennium, and was a great victory for the schools.

**January, 1937.** When the law-making body of 1937 convened, business had improved still further. Emphasis in the field of education had shifted from keeping schoolhouse doors open and paying teachers salaries to the expansion of the public school system—to making it more nearly fit the needs of the children as the future citizens of the State. There was an atmosphere of hope and desire, and willingness on the part of the people to broaden the school opportunity offered the youth of this State. There was a very evident demand in many parts of the State for an enrichment of the public school program.

What the General Assembly of 1937 did for public education is more or less familiar. It was found that adequate funds could not be raised to restore salaries completely, and so the appropriation for the public schools was figured on the basis of a ten per cent increase in the salaries of all school employees. The amounts decided upon for purposes other than salaries were based upon the requests made to the Advisory Budget Commission. The total appropriation made for the operation of an "eight months' term public schools" was \$24,396,367 for the school year 1937-38 and \$24,986,160 for 1938-39.

As contemplated by the General Assembly the appropriation for the salaries of all teachers, principals, and superintendents was increased ten



per cent. With the increase in the appropriation for vocational education, the curriculum was expanded to some extent in this particular field of education. Under the regular appropriation for the support of the eight months' school term together with the local support from taxes or from other sources, the course of study was broadened in many schools. Specific reference should be made to a greater number of programs of music including bands, to a large number of programs of health and physical education, and to an increased number of business education departments.

The law with reference to local supplementation was left practically as it was written, except that in three counties—Rowan, Gaston, and Wake—local laws were enacted providing for elections in large school districts. As a result of these local laws, Belmont and Victory in Gaston, and Spencer in Rowan voted taxes to supplement the State school program.

A textbook law was enacted which provided that the basal textbooks used in the elementary grades be furnished free to the children enrolled in those grades.

The law with reference to the purchase of new school busses was clarified, and the State appropriation for the purchase of new busses was made available immediately in order that old worn-out busses not suitable for safe transportation might be discarded.

Although provision was not made for all the recommendations, the public schools received every consideration possible by the acts of the General Assembly—a favorable spirit of “doing more” for the schools prevailed at all times.

**January, 1939.** The General Assembly of 1939 was confronted with a number of problems that pertained to the improvement of the public school system—(1) increasing teachers' salaries, (2) expanding vocational education, (3) providing for the twelfth year of instruction, (4) providing for a retirement system, (5) making provision for the instruction of exceptional children, (6) strengthening the law with reference to tenure, compulsory attendance, and qualification of superintendents, and (7) allowing local districts in county administrative units to vote taxes to supplement the State supported educational program. The consideration of the majority of these items involved the problem of additional funds.

In the request to the Advisory Budget Commission, an amount was included for increasing the salaries of all school employees, and in the request for vocational funds an increased amount was requested for expanding the vocational education program. These requests in comparison with expenditures for prior years and appropriations are as follows:

|                                 | <i>Public School<br/>Eight Months</i> | <i>Vocational<br/>Education</i> |
|---------------------------------|---------------------------------------|---------------------------------|
| Expenditures, 1937-38 .....     | \$24,342,874                          | \$234,938                       |
| Request for 1939-40 .....       | 27,373,508                            | 443,921                         |
| Appropriation, 1939-40 .....    | 25,941,313                            | 325,000                         |
| <br>Expenditures, 1938-39 ..... | <br>\$24,828,018                      | <br>\$241,628                   |
| Request for 1940-41 .....       | 28,177,301                            | 544,017                         |
| Appropriation, 1940-41 .....    | 27,000,000                            | 350,000                         |

Since requests for new ventures, such as the provision for a twelfth year or retirement fund do not come before the Advisory Budget Commission, the request to that body did not include funds for those purposes. In the Superintendent's Report to the General Assembly, however, the funds considered necessary for the operation of the State-supported school term of eight months was set forth in some detail and recommendations along certain specified lines, as follows, were made for improving the total school situation:

1. Restoration of salaries of all school employees.
2. Increase in funds for expanding the vocational education program.
3. The establishment of a twelfth year of instruction as a part of the public school system.
4. The establishment of a retirement system for the teachers of the State.
5. The enactment of tenure legislation.
6. Raising the age limit of compulsory school attendance from fourteen to sixteen years.
7. Provision for exceptional children.
8. Certification requirements made applicable to superintendents.
9. Provision for voting taxes extended to large instructional units in the rural areas of the State.

As indicated above, the General Assembly increased the State appropriation with which the schools should be operated for the eight months term. Likewise, some increase in funds was allowed for expanding the vocational education program. Then, too, provision was made in the law for districts in county administrative units having a population of 1,000 or more to vote taxes for a ninth month, for a twelfth grade, or for additional vocational teachers.

Although the General Assembly of 1939 did not see fit to enact legislation with reference to each recommendation, some gains were made. The increase in State funds, represents a real step forward, for money with which the schools are operated is fundamental to any progressive program. The accomplishments made by the General Assembly of 1939 in so far as the public schools are concerned will compare favorably with those made by any preceding session.

That part of this report which follows will give a picture of the public school situation not only as it obtains today, but also in comparison statistically with preceding years. Immediately following this presentation, the recommendations for the consideration of the members of the General Assembly of 1941 are given. Opposite the letter to the Governor and General Assembly of 1941 in the front of this publication will be found a brief summary of these recommendations.



## THE PRESENT SITUATION

### ORGANIZATION AND ADMINISTRATION

The administration of the North Carolina public school system is vested in a number of agencies, some State and some local in character, each having authority vested in it by law.

#### STATE AGENCIES

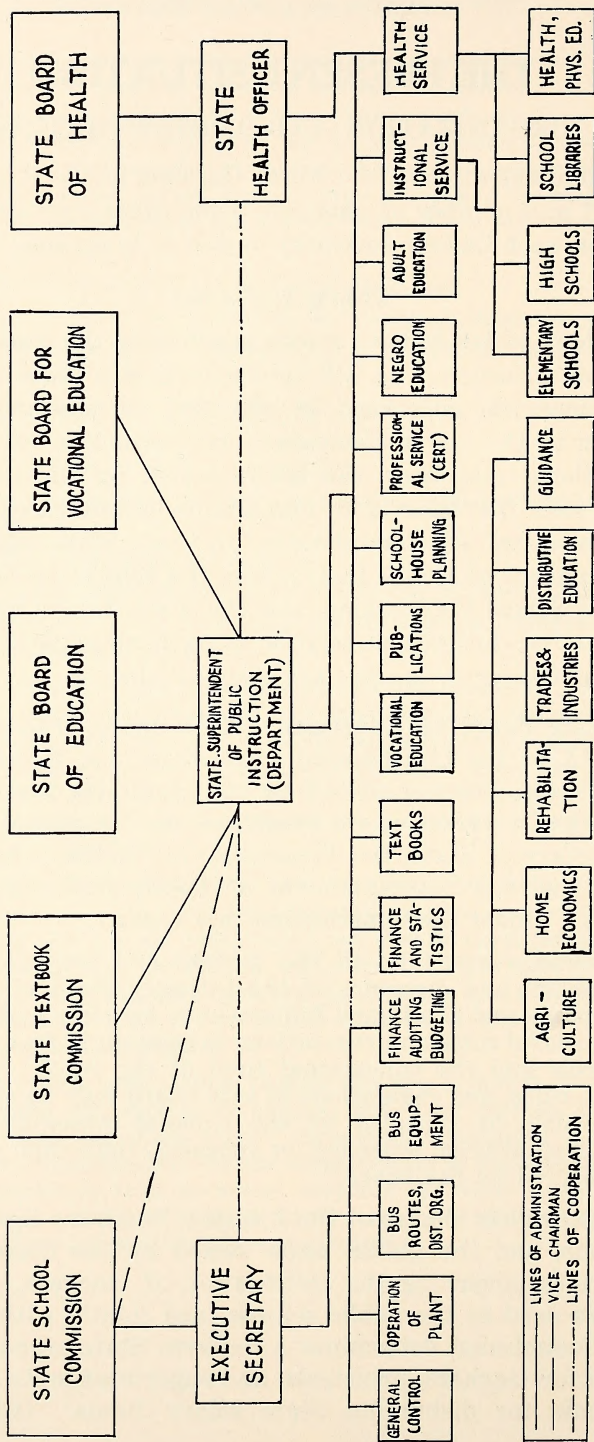
The chart which follows shows graphically the State administrative organization. As will be observed, five State boards and commissions are concerned in one way or another with the operation of the public elementary and secondary schools. The constitutional mandates, the laws enacted by the General Assembly, and the rules and regulations promulgated by these several agencies are administered by three State officials: the Superintendent of Public Instruction, the Executive Secretary of the State School Commission, and the State Health officer. The authority for, duties, and relation to each other in the administration of the public schools are discussed briefly, as follows:

1. **State Board of Education.** This Board, provided for by Article IX of the Constitution, consists of the following seven State officials, who are elected by the people for a term of four years: the Governor, who is president, the Lieutenant Governor, the Secretary of State, the Treasurer, the Auditor, the Attorney General, and the Superintendent of Public Instruction, who is secretary. Under the Constitution this Board

“shall succeed to all the powers and trusts of the president and directors of the Literary Fund of North Carolina, and shall have full power to legislate and make all needful rules and regulations in relation to free public schools and the educational fund of the State; but all acts, rules, and regulations of said board may be altered, amended, or repealed by the General Assembly, and when so altered, amended, or repealed, they shall not be reenacted by the board.”

This Board has charge of the Literary Fund, the Special Building Funds, and the public lands owned by the State. It also makes rules governing the certification of teachers, adopts the textbooks used in the public schools, and jointly with the State School Commission determines a uniform State standard salary schedule for teachers, principals, and superintendents as a maximum scale for disbursing State salary funds. Other duties

# THE ADMINISTRATIVE ORGANIZATION OF THE NORTH CAROLINA PUBLIC SCHOOL SYSTEM





formerly performed by this Board have been by legislative act transferred to the State School Commission.

The Superintendent of Public Instruction is also by Constitutional authority a member of the Executive Department of the State government, whose duties are prescribed by law and not subject to review by other boards and commissions. He is responsible for promoting interest in public education, determining standards for accrediting schools, assembling and disseminating information about public schools, preparing courses of study and other material for the use of teachers and principals, with the advice of the Attorney General for interpreting the school laws, and jointly with the Governor for appointing the Elementary Textbook Commission and the State Committee on high school textbooks. The Superintendent of Public Instruction is chairman of the State Textbook Commission and the State Board for Vocational Education. He is vice chairman of the State School Commission.

The Superintendent selects a staff to assist him in the performance of these duties. This staff, the administrative personnel of the State Textbook Commission, and the staff of the State Board for Vocational Education operate as the Department of Public Instruction. The chart indicates the administrative divisions of the Department.

**2. State School Commission.** This body was authorized by the General Assembly of 1933 as successor to the State Board of Equalization created in 1927 to equalize property values (theoretically) in the several counties as one of the factors used as a basis for distributing the "Equalizing Fund" for public schools. This Commission is composed of the Lieutenant Governor as chairman, the Superintendent of Public Instruction as vice chairman, the Treasurer, and eleven members appointed by the Governor, one from each Congressional district.

The duties of this Commission, authorized by law, are to decide what schools are to be operated, to consolidate districts and to transfer pupils from one unit to another, to suspend the operation of a school when the attendance does not justify its continuance, to determine the number of elementary and high school teachers by districts and races to be paid from State funds, and to set the standards for operating the State financed eight months school term. This Commission also contracts and manages the school transportation system, exercises control of the financial manage-

ment of the public schools through a close and careful scrutiny of all financial transactions involving State funds, approves jointly with the Superintendent the election of county and city superintendents, and jointly with the State Board of Education fixes and determines a State standard salary schedule for teachers, principals, superintendents, and other school employees paid from State funds.

The administration of the acts, rules and regulations of this Commission is through an Executive Secretary and staff. The chart illustrates this set-up and its relation to the Department of Public Instruction and other State school agencies.

**3. State Textbook Commission.** This Commission, created in 1935, is composed of five members: the Superintendent of Public Instruction as chairman, the Attorney General, the Director of the Division of Purchase and Contract, and two persons appointed by the Governor for a term of two years each. This Commission purchases the necessary textbooks, operates a rental system of distribution of basal textbooks for use in the high schools and supplementary readers for use in the elementary grades, and provides free basal textbooks to the children in grades 1-7 inclusive.

**4. State Board for Vocational Education.** This Board, created in 1917, consists of the Superintendent of Public Instruction as chairman and three persons appointed by the Governor—one to represent agriculture; one, home economics; and one, trades and industries. It is the duty of this Board to cooperate with the United States Office of Education, in the administration of the Federal Vocational laws and to administer legislation pursuant to vocational education enacted by Congress and by the General Assembly of North Carolina. It is also the duty of this Board to make plans with reference to the vocational educational program of the State and to cooperate with the local authorities in the establishment and operation of vocational classes in the public schools.

**5. The State Board of Health.** This Board consists of nine members, four appointed by the State Medical Society and five by the Governor for terms of six years. It is the duty of this board to look after the health interests of the State. The State Health Officer is the administrative officer of this Board.

In 1939, a cooperative program of school health service, financed by the Rockefeller Foundation for a five-year period, was initiated



by the State Board of Health and the Superintendent of Public Instruction. It is the purpose of this program to improve the teaching of health in the public schools through demonstrations, activities, and participation on the part of both teachers and pupils. A Division of Coordinated School Health Service has been set up with a trained staff, working in cooperation with the staffs of both the Department and the Board, employed to promote this program in demonstration areas throughout the State for the improvement of health teaching in the public schools. The chart on page 16 indicates graphically the relationships that exist between this new Division in the State administrative organization of the public school system.

#### LOCAL AGENCIES

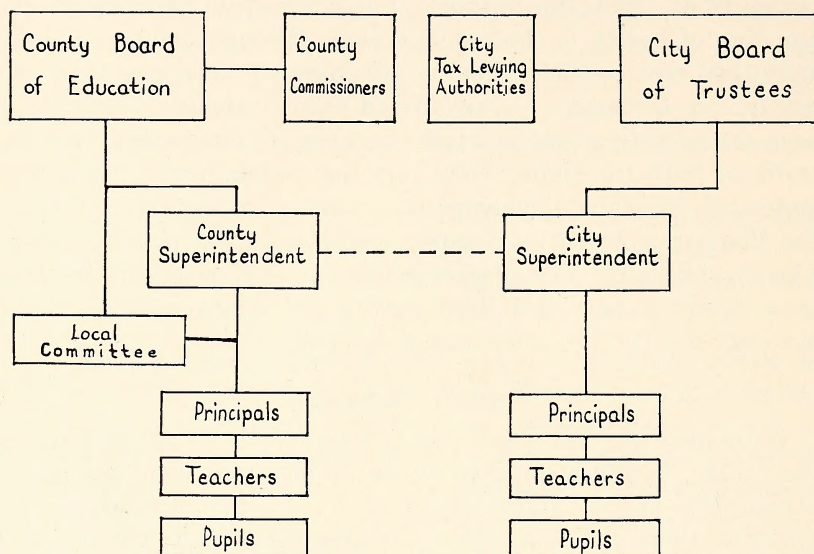
There are 100 county and 71 city administrative school units in the State. In those counties where no city unit has been established, the entire county is the unit of administration. In counties where city units exist, the area outside of such city unit or units comprise the county unit.

Under the law, "city administrative units as now constituted shall be dealt with by the State school authorities in all matters of school administration in the same way and manner as are county administrative units." In compliance with this law the State authorities deal with the local governing authorities with respect to the administration of the public schools within the respective administrative units.

#### County Units

1. **County Board of Education.** The county board of education consists of three or five members, who are nominated biennially in the party primaries or conventions and appointed for a term of two, four, or six years by the General Assembly, which meets in January each odd year. This board has general management and control of public education in the county administrative unit. It decides upon the location and erection of the school buildings, prepares the school budget, and administers the operation of the schools in accordance with the law and the rules and regulations of the State School Commission. This board appoints the county superintendent, subject to the approval of the State Superintendent and the State School Commission, and the local committee for each school district within the county unit.

## LOCAL ORGANIZATION OF THE PUBLIC SCHOOL SYSTEM



The county superintendent, whose term of office is for two years, is the administrative officer and secretary to the county board of education. He records all proceedings of the board, issues all orders and notices that may be made by the board pertaining to the public schools, and performs all other duties necessary to their operation.

2. **Local Committee.** The local committee, appointed for a two-year term, consists of three or more persons known to be in favor of public education. This committee selects the teachers and principals subject to the approval of the superintendent and county board of education, and has general care and supervision of the local school property.

3. **County Board of Commissioners.** The members of this board, provided for by the Constitution, are elected by the people for a term of two years. This body approves that part of the school budget dependent upon county funds, provides for bond issues necessary for the erection and repair of school buildings, and levies the taxes for providing the funds necessary for meeting the approved budget. The county commissioners have jurisdiction over the entire county area, and consequently the yield of taxes levied on all property within the county must be divided in



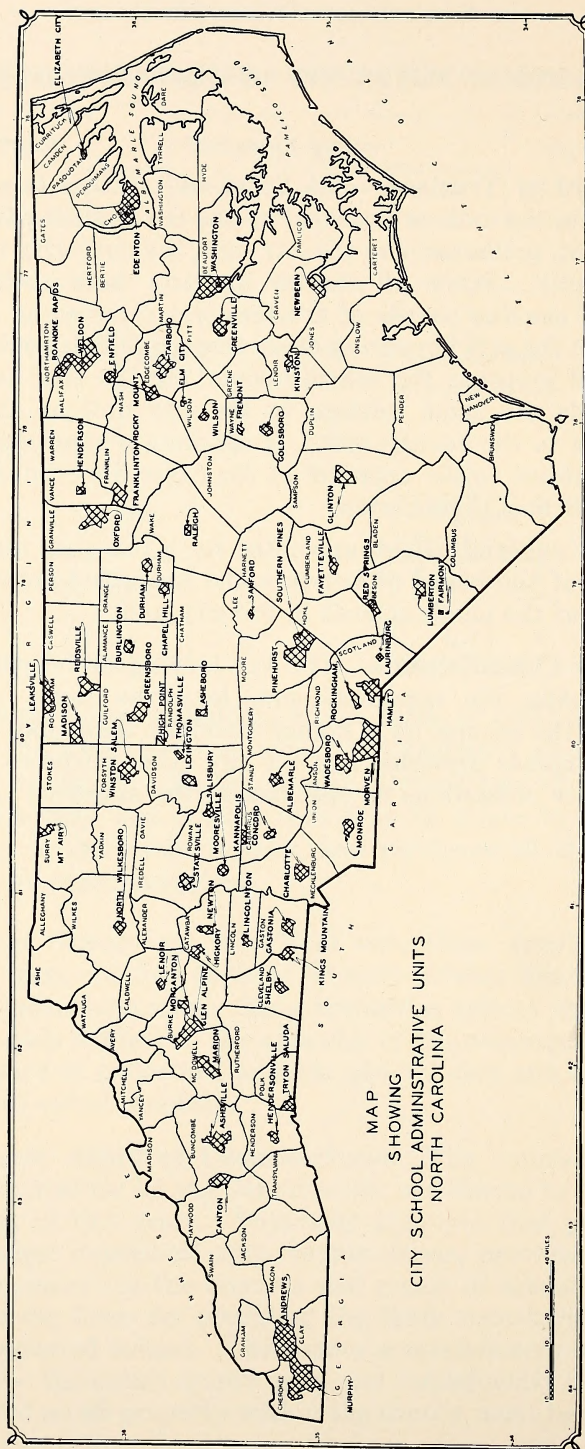
accordance with law with any city unit that may be located within the county.

### City Units

1. **Board of Trustees.** The board of trustees is elected or appointed in the manner provided by the law granting the special charter unit, predecessor to the city unit, the authority to operate independently. When all charter districts were abolished the method of electing boards of trustees was retained as originally specified in the acts governing these respective independent units. This board prepares the school budget for the city unit. This board holds the same relation to the city unit as the county board does to the county unit. It appoints a superintendent of schools, subject to the approval of the State Superintendent and the State School Commission.

The city superintendent, appointed for a two-year term, is the secretary of the board of trustees and as such administers the operation of the public schools in the city unit.

2. **City Commissioners.** The tax levying authorities in city units, usually the commissioners, levy the taxes voted for operating the schools on a higher standard than that for which the State makes provision and for any other purposes including debt service obligations as specified in the approved city school budget.



MAP  
SHOWING  
CITY SCHOOL ADMINISTRATIVE UNITS  
NORTH CAROLINA



## SCHOOL PLANTS

It is difficult to place school building programs within clear-cut, sharp and definite calendar years. The construction of schoolhouses is a continuing process, as indeed are all phases of school plant work, such as beautification and improvement of school grounds and the modernization of school buildings. Therefore, it is necessary to take the average capital outlay expenditure over a number of years and to appraise carefully the depreciation of buildings in order to closely approximate the amount of actual building and improvement completed during any given year.

North Carolina's real and determined era of modern schoolhouse construction was begun some twenty years ago. The movement was concurrent with the great strides made in consolidation and transportation, the improvement in the training of teachers, and the expansion and the enrichment of the curriculum.

The appraised value of school property in 1919-1920 was \$24,057,838. At the close of the school year 1938-1939 this figure had risen to \$116,439,016. It is significant to note that there was a marked decrease in the value of school property during the depression years. The valuation fell from \$111,126,080 in 1931-1932 to \$106,599,972 in 1934-1935. Despite these years of adversity in which there was but little new construction, the schoolhouses were kept in a fair state of repair through co-operation with the Federal relief work agencies which have been a most timely source of aid in school improvement.

This cooperative program of construction and maintenance between the Federal and local agencies has enabled the State to carry on a normal and balanced program of school plant construction and improvement.

The Public Works Administration of 1933-1939 cooperated in the erection of schools in 62 counties.

### Appraised Value of School Property

| YEAR    | WHITE         | NEGRO        | TOTAL         |
|---------|---------------|--------------|---------------|
| 1919-20 | \$ 21,670,514 | \$ 2,387,324 | \$ 24,057,838 |
| 1924-25 | 63,434,665    | 7,271,170    | 70,705,835    |
| 1929-30 | 98,946,273    | 11,475,042   | 110,421,315   |
| 1931-32 | 99,383,659    | 11,742,421   | 111,126,080   |
| 1933-34 | 94,910,579    | 12,170,324   | 107,080,903   |
| 1934-35 | 94,290,164    | 12,309,808   | 106,599,972   |
| 1935-36 | 97,823,361    | 12,502,132   | 110,325,493   |
| 1936-37 | 99,735,904    | 13,121,814   | 112,857,718   |
| 1937-38 | 99,792,252    | 13,887,392   | 113,679,644   |
| 1938-39 | 101,823,593   | 14,615,423   | 116,439,016   |





*New schoolhouses are planned in accordance with the most modern and efficient standards.*

The total cost of projects aided was \$13,671,647. The Federal allotment on these more than 500 buildings which contained over 2,000 classrooms was approximately \$6,000,000.

The Works Progress Administration has assisted in improving school plants in every administrative unit in the State. This aid has varied from simple cleaning and renovation programs to the construction of the most modern and complete plants with values up to more than \$150,000. Over \$4,000,000 has been spent on school plants in cooperation with this Federal agency, the contributions of which have amounted to more than \$3,000,000.

In addition to the actual building, maintenance and repair work, the Department has assisted the local authorities in a number of school surveys which had for their purpose the improvement of the educational program through the improvement of the school organization and the proper location of modern school plants.

The State has cooperated with a large number of counties by granting loans from the State loan funds. The General Assembly of 1937 enacted legislation providing for the payment of loans to the Special Building Funds before maturity, and authorized the State Board of Education to relend these payments for the



period that the loans would have run had they not been paid before maturity. This legislation made it possible for the State to assist a large number of counties in improving the financial position of their schools, and at the same time to assist others in building programs through the granting of loans.

**School Property Value—Per  
Pupil (A.D.A.)**

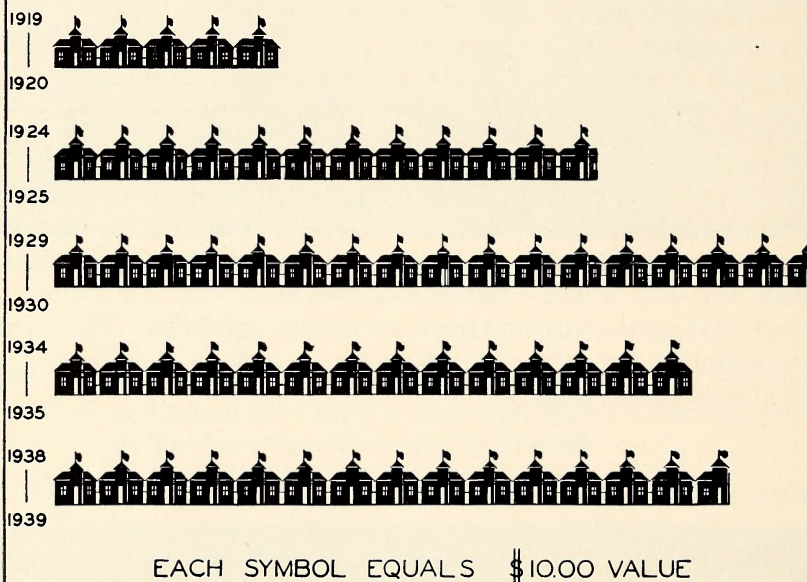
| YEAR    | WHITE    | NEGRO    | TOTAL    |
|---------|----------|----------|----------|
| 1919-20 | \$ 64.37 | \$ 17.44 | \$ 50.80 |
| 1924-25 | 148.56   | 42.97    | 118.59   |
| 1929-30 | 203.34   | 61.60    | 164.10   |
| 1931-32 | 192.20   | 55.63    | 152.57   |
| 1933-34 | 180.03   | 53.01    | 141.50   |
| 1934-35 | 176.03   | 54.52    | 140.00   |
| 1935-36 | 181.74   | 56.48    | 145.24   |
| 1936-37 | 183.04   | 59.42    | 147.94   |
| 1937-38 | 181.87   | 62.20    | 147.27   |
| 1938-39 | 177.09   | 67.81    | 147.30   |

The State Literary Fund has continued to be a most valuable and convenient source from which the counties of the State have obtained loans and financed school building construction. The General Assembly of 1939, in cooperation with the North Carolina Rehabilitation Corporation, made available a loan fund of \$325,000 to be used for loans for vocational agriculture and home economics buildings. This fund has stimulated construction of modern vocational buildings and rural community centers.

*The Governor dedicates a new school building.*



## SCHOOL PROPERTY VALUE PER PUPIL A.D.A.



The appraised value of school property in North Carolina for certain selected years from 1919-20 to 1938-39 indicates something of the accomplishments that have been made in the field of the school plant during the past two decades. The average school property value per child in average daily attendance indicates on a pupil-value basis the availability of school property in this State. The national average for the school year 1935-36 was \$303.



## ACCREDITED SCHOOLS

In recent years a great deal of emphasis has been placed upon the factors necessary in creating a satisfactory situation for the education of the boys and girls of the State. Certain standards that are considered the elements of a good school have been set up as the minimum for the accreditation of elementary and secondary schools. Those factors, purely objective, are concerned with the following: (1) the course of study offered, (2) the number and qualification of the teachers employed, (3) the length of term, number of pupils in average daily attendance per teacher, and the system of records kept, (4) the instructional equipment—library, supplementary readers, dictionaries, maps and globes, and classroom and general equipment, and (5) adequate and sanitary buildings and grounds.

The first table presented with this section of this report indicates the decreasing trend in the number of elementary schools. The rate of decrease, it will be observed, has been much more rapid for white than for Negro children. This is due to the fact that consolidation and transportation has progressed at a greater rate for white children than for Negroes. In 1938-39 there were 1,501 fewer elementary schools than in 1929-30.

The trend in the number of schools meeting the requirements for accreditation is upward as indicated by the second section of the table. In 1924-25 there were 56 schools that met the minimum requirements. In 1938-39 the number of accredited schools had increased to 632, but only 27 of the number were for Negro pupils. A simple calculation indicates, therefore, that 3,341 of the total elementary schools in 1938-39 did not meet the total minimum requirements for accreditation. A majority of this number, it should be pointed out, failed to be included in the number of accredited schools because of the

**Elementary Schools**  
**TOTAL NUMBER**

| YEAR     | WHITE | NEGRO | TOTAL |
|----------|-------|-------|-------|
| 1924-25* | ----- | ----- | ----- |
| 1929-30  | 3,110 | 2,364 | 5,474 |
| 1931-32  | 2,488 | 2,295 | 4,783 |
| 1933-34  | 2,257 | 2,260 | 4,517 |
| 1934-35  | 2,215 | 2,290 | 4,505 |
| 1935-36  | 2,087 | 2,260 | 4,347 |
| 1936-37  | 1,967 | 2,223 | 4,190 |
| 1937-38  | 1,884 | 2,173 | 4,057 |
| 1938-39  | 1,848 | 2,125 | 3,973 |

**NUMBER ACCREDITED**

| YEAR    | WHITE | NEGRO | TOTAL |
|---------|-------|-------|-------|
| 1924-25 | 56    | ----- | 56    |
| 1929-30 | 387   | 9     | 393   |
| 1931-32 | 426   | 6     | 432   |
| 1933-34 | 474   | 14    | 488   |
| 1934-35 | 517   | 14    | 531   |
| 1935-36 | 566   | 29    | 595   |
| 1936-37 | 561   | 28    | 589   |
| 1937-38 | 578   | 27    | 605   |
| 1938-39 | 605   | 27    | 632   |

\*Figures not available.

Enrollment In Elementary Schools (a+d)

| YEAR    | ALL ELEMENTARY |         |         | ACCREDITED |        |         | PER CENT |       |       |
|---------|----------------|---------|---------|------------|--------|---------|----------|-------|-------|
|         | WHITE          | NEGRO   | TOTAL   | WHITE      | NEGRO  | TOTAL   | WHITE    | NEGRO | TOTAL |
| 1924-25 | 485,753        | 242,976 | 728,729 | -----      | -----  | -----   | -----    | ----- | ----- |
| 1929-30 | 505,589        | 244,413 | 750,002 | 184,891    | -----  | 184,991 | 36.4     | ----- | 24.7  |
| 1931-32 | 498,346        | 248,243 | 746,589 | 215,737    | 4,867  | 220,604 | 43.1     | 2.0   | 29.5  |
| 1933-34 | 502,132        | 257,526 | 759,658 | 231,695    | 7,494  | 239,189 | 46.1     | 2.9   | 31.5  |
| 1934-35 | 499,068        | 250,940 | 750,008 | 246,361    | 7,457  | 253,818 | 49.4     | 3.0   | 33.8  |
| 1935-36 | 495,593        | 242,310 | 731,903 | 267,314    | 15,919 | 283,233 | 53.9     | 6.6   | 38.4  |
| 1936-37 | 487,076        | 238,154 | 725,230 | 261,933    | 15,988 | 277,921 | 53.8     | 6.7   | 38.3  |
| 1937-38 | 479,851        | 237,209 | 717,060 | 268,682    | 15,467 | 284,149 | 56.0     | 6.5   | 39.6  |
| 1938-39 | 476,392        | 237,706 | 714,098 | 274,726    | 15,189 | 289,915 | 57.7     | 6.4   | 40.6  |

“six or seven year course of study” requirement with one teacher for each grade. Approximately 3,000 of the total number of schools are ineligible, therefore, because of size. In other words, about one-fourth of the total number of elementary schools are eligible for accreditation on the basis of number of teachers and course of study and about two-thirds of this one-fourth actually meet the minimum requirements and are thus accredited.

The figures on enrollment, shown in the second table, indicate the extent to which the children themselves enjoy the opportunities and privileges of an accredited elementary school and the trend in this direction during the past several years. Slightly more than 40 per cent of all elementary pupils in 1938-39 were enrolled in accredited schools. It is readily observed that the great majority of the total 289,915 pupils in this class of school were white children. Only 27 of the approximately 150 Negro schools eligible for accreditation on the basis of number of teachers alone have met all other requirements necessary for the

accredited list.

Consequently only 15,189 of the total 237,706 elementary Negro children enrolled in 1938-39 attended accredited schools.

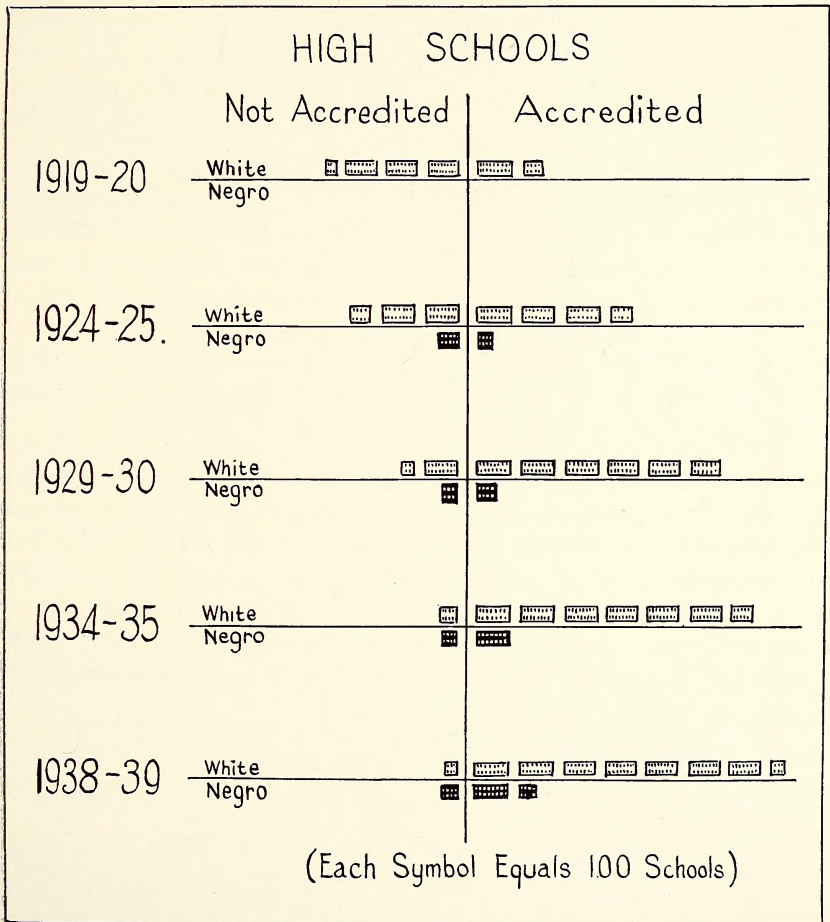
The table at the left gives the total number

High Schools

| YEAR    | NUMBER |       |       | NUMBER ACCREDITED |       |       |
|---------|--------|-------|-------|-------------------|-------|-------|
|         | WHITE  | NEGRO | TOTAL | WHITE             | NEGRO | TOTAL |
| 1919-20 | 420    | ----- | 420   | 116               | ----- | 116   |
| 1924-25 | 650    | 62    | 712   | 396               | 21    | 417   |
| 1929-30 | 747    | 119   | 866   | 608               | 68    | 676   |
| 1931-32 | 717    | 134   | 851   | 643               | 78    | 721   |
| 1933-34 | 723    | 180   | 903   | 670               | 110   | 780   |
| 1934-35 | 725    | 189   | 914   | 680               | 115   | 795   |
| 1935-36 | 733    | 202   | 935   | 694               | 127   | 821   |
| 1936-37 | 737    | 209   | 946   | 700               | 130   | 830   |
| 1937-38 | 743    | 203   | 946   | 705               | 146   | 851   |
| 1938-39 | 745    | 217   | 962   | 713               | 153   | 866   |



of high schools and the number accredited. As this table shows, the number of high schools meeting the requirements for accreditation is rapidly approaching the total number of schools. For 1938-39 all schools were accredited except 96. Of this number 64 were for white children and 32 for Negroes.



## TRANSPORTATION

Transportation at public expense by motor bus has come to be one of the biggest phases, especially in county units, of the public school system. This method of getting to school accompanied the provision of larger school districts as instructional units. The modern highway system together with improved county road maintenance under State supervision and at State expense made the school transportation system possible. Good roads, motor bus transportation and larger instructional units have paralleled each other in their growth and expansion throughout the State.

In 1919-20 there were only 150 vehicles used in hauling at public expense approximately 8,000 children to school. By the end of the decade, 1929-30, this phase of the school system had expanded to 4,000 busses transporting daily to and from school more than 181,000 children. And by 1932-33 4,500 busses were used in the transportation of 244,000 school children. All this expansion took place under the administration and supervision of the local unit plan of operation.

The General Assembly of 1933 in providing for the State support of an eight months school term on State standards of cost included the control and management of all facilities for the transportation of public school children as a part of the duties of the State School Commission. Under this law, which is substantially the same as the law now in force, the State School Commission directs and supervises the transportation of

### Public School Transportation

| YEAR      | SCHOOLS<br>SERVED | VEHICLES | PUPILS  | OPERATION    | PER PUPIL<br>COST |
|-----------|-------------------|----------|---------|--------------|-------------------|
|           |                   |          |         | \$           | \$                |
| 1919-20   | *                 | 150      | 7,936   | *            | *                 |
| 1924-25   | *                 | 1,909    | 69,295  | 994,611.69   | 14.35             |
| 1929-30   | 1,266             | 4,046    | 181,494 | 2,273,287.55 | 12.53             |
| 1930-31   | 1,170             | 4,420    | 200,416 | 2,174,133.18 | 10.85             |
| 1931-32   | 1,218             | 4,418    | 225,814 | 2,061,354.25 | 9.13              |
| 1932-33   | 1,269             | 4,502    | 244,147 | 1,956,387.44 | 8.01              |
| 1933-34   | 1,235             | 4,082    | 236,170 | 1,552,768.80 | 6.57              |
| 1934-35   | 1,208             | 4,014    | 256,775 | 1,936,985.82 | 7.54              |
| 1935-36   | 1,285             | 3,974    | 269,656 | 1,977,144.47 | 7.33              |
| 1936-37   | 1,321             | 4,069    | 287,988 | 1,964,719.26 | 6.82              |
| 1937-38   | 1,404             | 4,176    | 305,541 | 2,550,495.98 | 8.35              |
| 1938-39** | 1,400             | 4,378    | 323,241 | 2,251,620.54 | 6.97              |

\*Information not available.

\*\*Estimated.

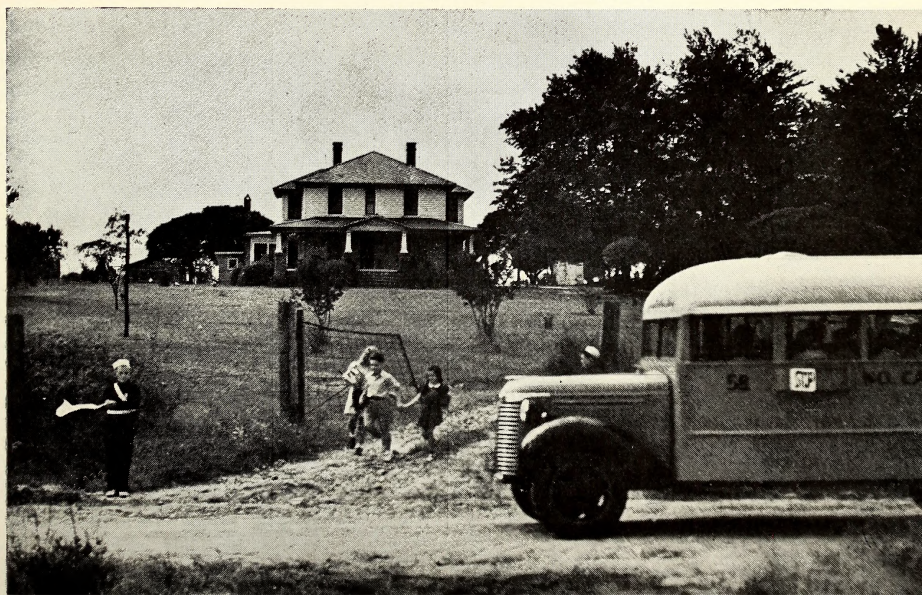




*"It's almost time for the bus—good-bye."*

school children in the several county units of the State and provides for the operation and maintenance of all busses including replacements. The local units are charged with the purchase of any new additional bus equipment, but the State provides for the operation of all busses on State standards of cost.

*The school bus safety patrol is functioning at this stop.*







*"All aboard."*

The figures in the table from 1933-34 to 1938-39 reflect the operation of the school transportation system under State support and control. During the first year of State operation, 1933-34, there was a reduction in each item shown in the table. The second year, however, witnessed a rebound in number of pupils transported and cost. The number of busses operated decreased. The third year, 1935-36, the number of busses decreased still further, but the number of children hauled and the total cost increased. The tendency for the past several years has been for both busses used and children transported to increase. The cost per pupil is almost stabilized between \$7.00 and \$8.00 per year, which is less than that in any other state and considerably below the national average of \$19.49.





*On the return journey care must be exercised to see that no one is left at school.*

*The use of combination gasoline delivery and maintenance trucks has been instrumental in reducing transportation costs.*





## PUPILS TRANSPORTED AT PUBLIC EXPENSE

1919-20



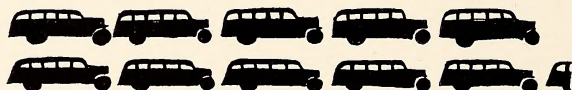
1924-25



1929-30



1934-35

1938-39  
(ESTIMATED)

[Each Symbol Represents 25,000 Children Transported]



## LENGTH OF TERM

The first year shown in the table below indicates the average school term during the first year following the ratification of the constitutional amendment making a six months school term mandatory. Prior to this year the schools in practically all cities operated for eight and nine months during each year, but most of the schools in rural areas were in session less than six months each year. The average term for 1918-19, the last year preceding the effective year of the six months constitutional amendment, was only 112 days—101.6 days in rural schools and 155 days in city schools.

Following 1919-20 the average school term was gradually increased by the process of voting special local taxes in numerous districts. Although many schools were never financially able on this basis to operate a term beyond six months, the average term for the State at the end of the 1929-30 decade was 154 days. A slight decrease in this average was noticeable for the year next preceding the year the eight months school term became effective, when the average term was 159.3 days for the State as a whole. Since that year the average term for all schools, by reason of the increase to nine months in the units that have voted special taxes for the extra month, has gradually increased. It will be observed from the table that the average term for white and Negro schools has been approximately identical during these past several years.

The table showing the enrollment according to the length of school term is a better indication of the "term" phase of the public schools than the average length of term. Prior to the year 1933-34, the first year under the operation of the

Average School Term In Days

| YEAR    | WHITE | NEGRO | TOTAL |
|---------|-------|-------|-------|
| 1919-20 | 135.9 | 127.4 | 134.0 |
| 1924-25 | 148.0 | 136.3 | 145.2 |
| 1929-30 | 159.6 | 141.0 | 154.0 |
| 1931-32 | 160.0 | 142.9 | 154.7 |
| 1932-33 | 158.3 | 141.7 | 153.2 |
| 1933-34 | 160.2 | 157.3 | 159.3 |
| 1934-35 | 160.3 | 159.0 | 159.9 |
| 1935-36 | 161.4 | 160.6 | 161.1 |
| 1936-37 | 163.3 | 162.8 | 163.1 |
| 1937-38 | 163.8 | 163.4 | 163.7 |
| 1938-39 | 164.2 | 164.0 | 164.1 |

eight months school law, there was already a tendency for enrollment in the nine months' schools to decrease, and for the "8 months" school enrollment to increase. It appeared that the

enrollment in schools operating "less than 8 months" had started to increase in 1932-33, and no doubt this would have happened had not the law providing for an eight months school term been enacted.

After the passage of that law the enrollment in "8 months" schools increased, but the enrollment in "9 months" schools decreased sharply. However, under legislation providing for a vote in county and city units for a ninth month, the enrollment in "9 months" schools tends to increase; and although this enrollment in 1938-39 was not as great as it was in 1929-30, it is greater than 1932-33, the year preceding the effective year of the eight months' term law.

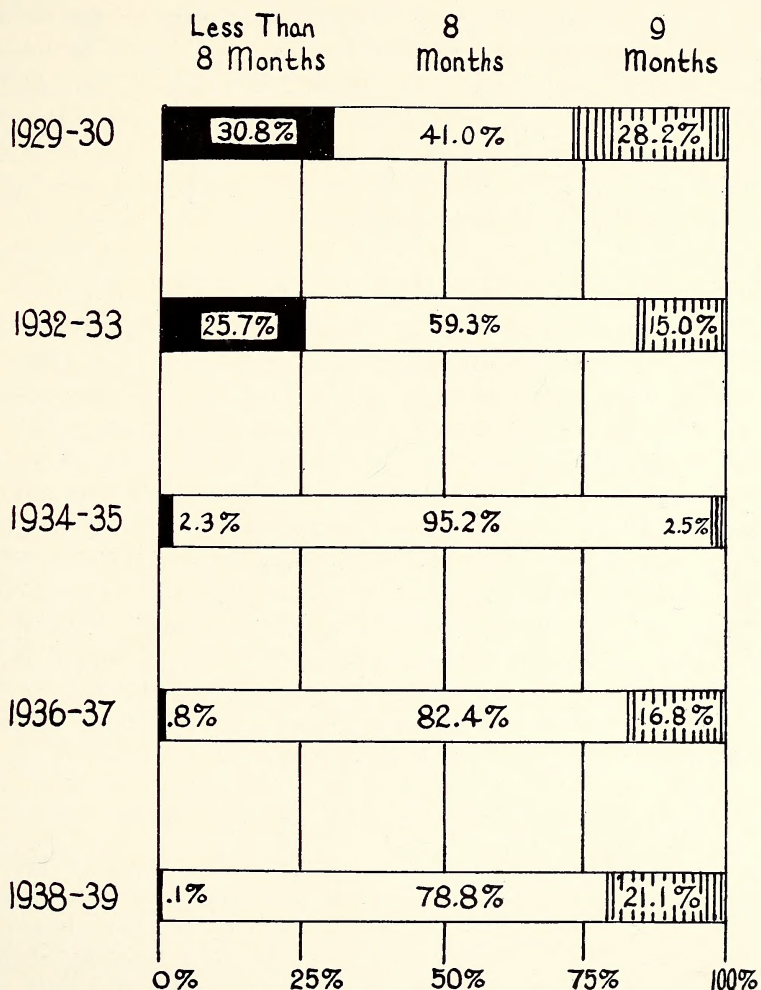
### Enrollment By Term

(Original enrollment in unit plus enrollment from other units and states)

| YEAR    | WHITE                 |             |             | NEGRO                 |             |             | TOTAL   |
|---------|-----------------------|-------------|-------------|-----------------------|-------------|-------------|---------|
|         | Less Than<br>8 Months | 8<br>Months | 9<br>Months | Less Than<br>8 Months | 8<br>Months | 9<br>Months |         |
| 1929-30 | 106,464               | 313,974     | 186,906     | 160,431               | 41,336      | 57,828      | 866,939 |
| 1930-31 | 82,480                | 345,052     | 174,980     | 152,795               | 49,228      | 55,947      | 800,482 |
| 1931-32 | 74,391                | 398,462     | 141,184     | 153,880               | 67,784      | 45,757      | 881,458 |
| 1932-33 | 80,987                | 447,458     | 101,541     | 152,683               | 91,117      | 34,260      | 908,046 |
| 1933-34 | 2,619                 | 613,830     | 11,222      | 35,444                | 241,458     | 5,434       | 910,007 |
| 1934-35 | 2,669                 | 612,735     | 14,766      | 18,189                | 251,699     | 7,997       | 908,055 |
| 1935-36 | 619                   | 589,013     | 44,077      | 11,060                | 240,468     | 20,281      | 905,518 |
| 1936-37 | 799                   | 523,643     | 106,344     | 6,250                 | 218,515     | 45,238      | 900,789 |
| 1937-38 | 526                   | 505,446     | 123,914     | 2,401                 | 217,789     | 50,193      | 900,269 |
| 1938-39 | 220                   | 500,671     | 135,025     | 536                   | 216,983     | 56,771      | 910,206 |



## PERCENTAGE ENROLLMENT BY TERM - TOTAL



## TEACHERS

The teacher still occupies a place of primary importance in education. She and the child constitute the major elements that make up the educational pattern. The discussion in this section, however, is not intended to describe any philosophy of teacher education nor to emphasize the work and place of the teacher. It is intended rather to reveal, quantitatively, progress that has been made in the education of teachers during the past two decades, and to point out some of the significant facts about teacher personnel and teacher welfare.

### Number of Teachers Employed

Any single enterprise that employs 25,000 individuals and that directly touches and affects the lives of about 1,000,000 people must be regarded as a big business. It will be observed in the table on the number of teachers employed that in 1939-40 there were 25,776 teachers in the public elementary and secondary schools. Twenty years ago the number was slightly more than 16,000. During the past two decades there has been an increase of more than 50 per cent. The elementary school enrollment has about reached the saturation point. The gradual increase in the number of State allotted teachers during the past few years is due mainly to the increased enrollment in the secondary school. When the saturation point has been reached there, the number of teachers will become more or less stationary unless the present basis for teacher allotment is changed.

### Scholarship of Teachers and Principals

#### Number Teachers Employed

(Including Principals and Supervisors)

| YEAR    | WHITE  | NEGRO | TOTAL  |
|---------|--------|-------|--------|
| 1919-20 | 12,970 | 3,884 | 16,854 |
| 1924-25 | 16,986 | 5,355 | 22,341 |
| 1929-30 | 17,991 | 5,973 | 23,964 |
| 1931-32 | 17,286 | 6,164 | 23,450 |
| 1933-34 | 16,815 | 6,531 | 23,346 |
| 1934-35 | 17,038 | 6,674 | 23,712 |
| 1935-36 | 17,402 | 6,833 | 24,235 |
| 1936-37 | 17,725 | 6,917 | 24,642 |
| 1937-38 | 18,020 | 6,978 | 24,998 |
| 1938-39 | 18,321 | 7,127 | 25,448 |
| 1939-40 | 18,538 | 7,238 | 25,776 |

The table headed *Training of Teachers and Principals* is a record of the improved and increased scholarship of teachers and principals during the past eighteen years. In 1921-22 the average training of white teachers and principals was less than one year of college education (.926) and for that same year the average training of Negro teachers and principals was



### Training of Teachers and Principals

| YEAR    | WHITE            |                    |        |                    | NEGRO            |                    |       |                    |
|---------|------------------|--------------------|--------|--------------------|------------------|--------------------|-------|--------------------|
|         | Below<br>College | 4 Years<br>College | Total  | Average<br>(Index) | Below<br>College | 4 Years<br>College | Total | Average<br>(Index) |
| 1921-22 | 12,844           | 2,410              | 15,254 | 492.6              | 4,441            | 113                | 4,554 | 351.7              |
| 1924-25 | 13,436           | 3,512              | 16,948 | 552.4              | 5,134            | 175                | 5,309 | 395.9              |
| 1929-30 | 10,144           | 7,455              | 17,599 | 676.1              | 5,231            | 720                | 5,951 | 525.7              |
| 1931-32 | 8,580            | 8,478              | 17,058 | 705.8              | 5,119            | 1,003              | 6,122 | 570.5              |
| 1932-33 | 7,393            | 9,388              | 16,781 | 728.0              | 5,188            | 1,348              | 6,536 | 605.5              |
| 1934-35 | 6,653            | 10,364             | 17,017 | 741.5              | 5,068            | 1,588              | 6,656 | 640.2              |
| 1935-36 | 5,976            | 11,387             | 17,363 | 751.7              | 4,845            | 1,945              | 6,790 | 662.5              |
| 1936-37 | 5,278            | 12,371             | 17,649 | 761.0              | 4,530            | 2,379              | 6,909 | 685.9              |
| 1937-38 | 4,189            | 13,744             | 17,933 | 771.0              | 3,947            | 3,019              | 6,966 | 712.6              |
| 1938-39 | 3,002            | 15,255             | 18,257 | 779.6              | 3,139            | 3,974              | 7,113 | 733.5              |
| 1939-40 | 2,078            | 16,460             | 18,538 | 785.7              | 2,332            | 4,906              | 7,238 | 752.6              |

less than four years of high school (3.517). For 1939-40 it will be noted that the average training for whites is 3.857 years of college work while for Negroes the average training is 3.526 years of college preparation. During that period approximately three years (2.931) were added to the education of the average white teacher while four years (4.009) were added to the education of the average Negro teacher. Looked at another way, in 1921-22, only 15.8 per cent of the white teachers and principals and 2.6 per cent of the Negro teachers and principals had had four years of college education. (See chart, page 40.) In 1939-40, the per cent of white teachers and principals that had had four years of college work was 88.8, while the per cent for Negroes was 67.8. This is truly a story of remarkable progress.

For the past twenty years principals have been required to have six semester hours of appropriate professional education beyond an undergraduate degree. Since 1931 a degree from a standard four-year college has been one requirement for beginning high school teachers. Now, in 1940-41, a degree is required of beginning elementary teachers. It is obvious from these facts, and the further fact that in 1939-40, 88.8 per cent of the white teaching force and 67.8 per cent of the Negro teaching force had had four years of college education, that the State is now ready to project part of its teacher education on the graduate level. It is proposed, therefore, within a very short time, to make a Master's degree one requirement for administrative and supervisory positions and to definitely recognize a graduate degree in the certification and education of classroom teachers, both elementary and secondary.

# TRAINING OF TEACHERS AND PRINCIPALS

▨ Below College    □ 4 Years College or More





### In-Service Teacher Education

The history of teacher education in North Carolina is not unlike that in other states. In general, the process has been a progressively evolutionary one. Almost without exception, the educational qualifications prerequisite to entering the teaching profession were very, very low at first, with additions and gradual

**Summer School Attendance**

| YEAR  | WHITE | NEGRO  | INDIAN | TOTAL   |
|-------|-------|--------|--------|---------|
| 1920* | 5,054 | 2,390  | -----  | 7,444   |
| 1925* | 9,521 | 4,332  | 87     | 13,940  |
| 1930  | 7,972 | *2,815 | *23    | *10,810 |
| 1931  | 6,486 | 2,206  | 11     | 8,703   |
| 1932  | 5,556 | 2,034  | -----  | 7,590   |
| 1933  | 4,338 | 1,424  | -----  | 5,762   |
| 1934  | 4,002 | 2,834  | -----  | 6,836   |
| 1935  | 4,368 | 4,077  | 8      | 8,453   |
| 1936  | 5,126 | 6,117  | 75     | 11,318  |
| 1937  | 5,878 | 6,636  | 81     | 12,595  |
| 1938  | 5,283 | 6,122  | 72     | 11,477  |
| 1939  | 3,604 | 5,287  | 38     | 8,929   |
| 1940  | 2,835 | 5,062  | 35     | 7,932   |

\*Includes county summer schools.

increases until the present levels in the respective states had been met. And this process is still in progress.

In North Carolina, as late as 1917, the chief agency for training teachers for the elementary school was the elementary school itself. Until that date, most of the teachers in the rural elementary schools had been certified by passing an examination which itself was based upon the subjects of the elementary school. Even as late as 1922 a beginning elementary teacher was required to have only two years of high school education. Recall again that in 1921-22 the *average* training of white teachers and principals was .926 years of college work, and the average training for Negroes that year was 3.519 years of *high school* education. And, now, a degree is required of all beginning teachers. Since during these decades teachers have been permitted to enter the profession with very limited training, it was incumbent upon the State to give every encouragement possible to further the educational equipment of those teachers in service. The chief agencies for this work have been the summer schools in this and other states, and the program of extension work in certain colleges. That these agencies have been effective is revealed (1) in the tables of this section which give the attendance at summer schools in this State and the enrollment in extension work and (2) in the table which shows the progress which has been made in the average scholarship of teachers and principals during these years. It will be observed, however,

### Enrollment in Extension Work

| YEAR    | WHITE  | NEGRO | INDIAN | TOTAL |
|---------|--------|-------|--------|-------|
| 1921-22 | 129    | 9     | -----  | 138   |
| 1924-25 | 2,552  | 525   | 10     | 3,087 |
| 1929-30 | 4,532  | 1,447 | 5      | 5,984 |
| 1930-31 | 5,064  | 1,848 | -----  | 6,912 |
| 1931-32 | 3,193  | 1,525 | -----  | 4,718 |
| 1932-33 | 2,942  | 2,728 | -----  | 5,670 |
| 1932-34 | 3,038  | 2,843 | -----  | 5,881 |
| 1934-35 | *4,555 | 3,158 | -----  | 7,713 |
| 1935-36 | *3,894 | 3,696 | -----  | 7,590 |
| 1936-37 | *4,264 | 3,570 | -----  | 7,834 |
| 1937-38 | *3,218 | 2,700 | -----  | 5,918 |
| 1938-39 | *2,842 | 2,122 | -----  | 4,964 |
| 1939-40 | *1,547 | 1,815 | -----  | 3,362 |

\*Includes those who took correspondence courses.

that the number attending summer school and the number taking extension work during the past few years has been decreasing. There are two explanations for this: (1) the increasing number of teachers who hold the highest grade certificate and who, therefore, would have no immediate certificate advantage in attending summer school or in taking extension courses; and (2) the special acts of the legislatures during the past ten years that have kept certificates in force without the necessity of securing the usual renewal credit. To the honor of the teachers it may be said that the number who have relied on these special acts of the legislature to keep their certificates in force is relatively small.

As a matter of historical significance it may be recorded here that the in-service teacher education program of the future will be unlike that which has characterized the past two decades. During those years a primary concern was the securing of college credit by which teachers who had not completed four years of college work could do so and thus secure the highest grade teaching certificate. Now that most teachers have the four years of credit and the highest grade certificate, and that all new teachers are college graduates, the in-service program of the future will either be of a professional, non-credit nature or work on a graduate level, leading to administrative certificates or to teachers certificates issued on the Master's degree. More and more, also, the work will be very functional in nature, as illustrated in the Rural Workshop picture, which shows a group of more than 100 selected principals and teachers who studied for six weeks the problems of rural education in the University of North Carolina summer school.

### Salaries of Teachers and Principals

The relatively low remuneration which teachers receive for their services adversely affects the teaching personnel. Since



**Average Annual Salaries of Teachers**

(Not Including Principals and Vocational Teachers)

| YEAR     | ELEMENTARY |         | HIGH SCHOOL |         | TOTAL    |          | TOTAL    |
|----------|------------|---------|-------------|---------|----------|----------|----------|
|          | WHITE      | NEGRO   | WHITE       | NEGRO   | WHITE    | NEGRO    |          |
| 1919-20  | \$-----    | \$----- | \$-----     | \$----- | \$516.15 | \$298.45 | \$845.98 |
| 1924-25  | -----      | -----   | -----       | -----   | 835.11   | 455.41   | 760.17   |
| 1929-30  | 865.06     | 509.89  | 1,241.69    | 826.80  | 954.11   | 538.75   | 849.56   |
| 1931-32  | 792.41     | 474.47  | 971.29      | 707.59  | 820.79   | 495.32   | 739.49   |
| 1932-34  | 605.89     | 397.00  | 681.61      | 504.32  | 622.11   | 407.30   | 560.22   |
| 1934-35  | 607.88     | 405.47  | 668.32      | 504.20  | 620.94   | 415.31   | 561.29   |
| 1935-36  | 750.36     | 510.72  | 816.85      | 599.26  | 765.38   | 520.85   | 694.29   |
| 1936-37  | 806.99     | 557.51  | 863.71      | 665.88  | 820.44   | 570.59   | 748.03   |
| 1937-38  | 905.52     | 633.47  | 947.65      | 737.80  | 915.99   | 646.86   | 838.31   |
| 1938-39* | 925.02     | 660.73  | 966.21      | 747.91  | 935.66   | 672.68   | 859.56   |
| 1939-40* | 954.06     | 701.61  | 973.68      | 767.67  | 959.31   | 711.17   | 887.21   |

\*Estimated.

teachers are employed for only eight or nine months during the year, their annual salary is substantially less than that received in other lines of work by those with comparable education. A practical result of this economic factor is that often those individuals with keenest minds and with most ability do not choose teaching as a profession. Proper mental health of the

*These rural teachers and principals from all sections of the State put their heads together in the Rural Workshop laboratory for the improvement of rural education.*





## Average Annual Salaries of Principals

| YEAR     | ELEMENTARY |          | HIGH SCHOOL |          | TOTAL      |            |            |
|----------|------------|----------|-------------|----------|------------|------------|------------|
|          | WHITE      | NEGRO    | WHITE       | NEGRO    | WHITE      | NEGRO      | TOTAL      |
| 1929-30  | \$-----    | \$-----  | \$-----     | \$-----  | \$2,405.36 | \$1,344.37 | \$2,177.44 |
| 1931-32  | -----      | -----    | -----       | -----    | 1,740.02   | 1,125.29   | 1,662.47   |
| 1933-34  | 1,190.44   | 793.37   | 1,216.80    | 924.62   | 1,210.94   | 877.29     | 1,150.90   |
| 1934-35  | 1,125.06   | 889.48   | 1,223.79    | 884.78   | 1,198.96   | 886.40     | 1,146.58   |
| 1935-36  | 1,420.75   | 1,117.76 | 1,467.59    | 1,083.76 | 1,456.00   | 1,096.73   | 1,392.12   |
| 1936-37  | 1,515.61   | 1,203.29 | 1,543.68    | 1,443.73 | 1,536.05   | 1,164.25   | 1,467.24   |
| 1937-38  | 1,562.59   | 1,265.80 | 1,679.48    | 1,257.93 | 1,643.28   | 1,260.75   | 1,571.56   |
| 1938-39* | 1,564.42   | 1,267.59 | 1,715.53    | 1,266.63 | 1,666.48   | 1,266.98   | 1,587.77   |
| 1939-40* | 1,578.33   | 1,296.71 | 1,722.74    | 1,270.51 | 1,675.84   | 1,279.87   | 1,595.80   |

\*Estimated.

teacher is a desirable and necessary quality for successful teaching. Financial insecurity is the most common cause for poor mental health of the teacher. There is yet another side to the picture of salaries. At present there is no teacher retirement provision in North Carolina and thus a teacher, who during her period of active service, did not receive a salary sufficient to meet even the bare necessities of life, must constantly face old age when she will be compelled to retire with nothing to afford her succor during her last days. This is not a healthy condition.

It is encouraging to note, however, in an examination of the tables on salaries, that there is a trend toward a gradual increase in salaries. For white teachers the average annual salary for 1939-40 was at least back to the high peak of 1929-30, while for Negro teachers, the 1939-40 salary was very substantially higher than it had ever been before. The salaries for white principals are much below what they were in 1929-30, but there is still a very marked difference in salaries received by principals and classroom teachers. It will be observed though, that there is a very slight but gradual increase in the salaries of principals. The salaries paid vocational teachers include travel allowances as well as the actual salary. The period of employment of these teachers during the year is also longer than that of other teachers.

## Vocational Education Cost Per Teacher

| YEAR     | WHITE      | NEGRO     | TOTAL      |
|----------|------------|-----------|------------|
| 1935-36  | \$1,499.49 | \$ 903.08 | \$1,439.85 |
| 1936-37  | 1,524.13   | 1,098.13  | 1,485.72   |
| 1937-38  | 1,692.15   | 1,090.28  | 1,611.68   |
| 1938-39* | -----      | -----     | 1,568.09   |
| 1939-40* | -----      | -----     | 1,563.65   |

\*Estimated.



## TEXTBOOKS

The activities of the State Textbook Commission have changed steadily with the passing of each year. In 1935, the General Assembly authorized the establishment of a system for renting books. The Commission began renting elementary and high school books at once and added supplementary readers in 1936. In 1937, the General Assembly made provisions for free basal books in the elementary grades, and authorized the continuation of the rental system for supplementary readers and high school books.

During the first few years, all high school books were rented on an individual basis; that is, a rental fee was established for each individual book. Practically all schools have changed from this practice and are now on a flat fee basis. The payment of the fee of \$2.40 entitles the pupil to the use of all the regular basal books needed for the required courses.

Information indicating the activities of the Commission is given in the two accompanying tables. The first table shows the expenditures for textbooks during the last five years. These figures have increased or decreased annually, depending upon the need of the particular books to be purchased. This fluctuating condition will probably continue for one or two more years. After that time, the expenditures should become more regular in all departments.

This table also shows the number of books owned by the Commission. The figures in each instance represent the number of books owned during the fiscal year after all books that were lost, sold, or discarded were deducted. These figures, like the

### Expenditure For Textbooks—State Funds

|         | ELEMENTARY<br>(Free) | SUPPLEMENTARY<br>READERS<br>(Rental) | HIGH SCHOOL<br>(Rental) | TOTAL         |
|---------|----------------------|--------------------------------------|-------------------------|---------------|
| 1935-36 | *\$395,353.97        | \$-----                              | \$225,780.92            | \$ 621,134.89 |
| 1936-37 | *210,220.07          | 67,686.99                            | 291,925.78              | 569,832.84    |
| 1937-38 | 782,334.81           | 183,892.94                           | 214,069.11              | 1,180,296.86  |
| 1938-39 | 370,782.02           | 18,576.54                            | 110,878.90              | 450,237.46    |
| 1939-40 | 142,563.52           | 18,090.21                            | 189,715.69              | 350,369.42    |

### Number Books Owned

|         |           |         |           |           |
|---------|-----------|---------|-----------|-----------|
| 1935-36 | 1,299,910 | -----   | 198,882   | 1,498,792 |
| 1936-37 | 1,970,915 | 123,201 | 564,890   | 2,659,006 |
| 1937-38 | 3,946,165 | 456,090 | 763,860   | 5,166,115 |
| 1938-39 | 4,916,655 | 482,996 | 864,728   | 6,264,379 |
| 1939-40 | 5,050,532 | 510,922 | 1,016,135 | 6,577,589 |

\*Rental.

|         | Collections  |             |             |              |
|---------|--------------|-------------|-------------|--------------|
|         | RENTAL FEES  | DAMAGE FEES | SALES       | TOTAL        |
| 1935-36 | \$ 91,751.74 | \$ 1,793.50 | \$59,644.45 | \$153,189.69 |
| 1936-37 | 283,837.59   | 4,883.22    | 82,626.97   | 371,347.78   |
| 1937-38 | 259,101.38   | 8,911.43    | 23,664.81   | 291,677.62   |
| 1938-39 | 291,616.67   | 10,124.30   | 17,241.44   | 318,982.41   |
| 1939-40 | 371,001.66   | 8,969.84    | 8,925.41    | 388,896.91   |

expenditures for books, will be somewhat irregular, but they will probably rise steadily until the State owns a total of about 7,500,000 books. After this point is reached, the number of books owned by the State should fluctuate less than at the present time.

The second table gives a statement of collections during the five years of textbook activities. It should be recalled that the basal elementary books were rented during the first two years, and the rentals collected for these books are included here. Beginning with 1937-38, the rental fees represent only the high school books and supplementary readers. It is interesting to note that the sales have diminished rapidly since the first two years. This indicates that the pupils of the State have discontinued their former practice of buying books and practically all of them are now renting all the books they need.

*The State furnishes free the basal textbooks for all children in grades 1-7.*





## PUPILS

The children of the State between the ages of six and twenty-one years are by constitutional authority entitled to attend the public schools free. According to actual census records there are more than a million children within this age span. In view of the fact that many children, especially those coming within the upper age levels, are in private schools or colleges, married, or are at work, the actual enrollment of children attending the public elementary and high schools of the State is less than the census.

According to the reports for the school year 1938-39, there were 892,543 children enrolled in the public schools. This number, as it will be observed from the accompanying table, is very much greater than was the case in 1919-20, some greater even than in 1924-25 or in 1929-30, but approximately the same as in 1934-35. Beginning in 1934-35 there appeared to be a definite trend downward in total public school enrollment. This trend is very evident for the Negro race. The enrollment for 1938-39, however, indicates that this trend has been arrested—both white and Negro enrollment show an increase.

The second table in this part of this report indicates the improvement in school attendance during the past two decades. The percentage of attendance in 1938-39 was nearly 30 per cent better than that in 1919-20.

The third table in this series gives the pupil-teacher ratio on two bases: average daily attendance and average daily membership. It will be observed upon examination of these figures that the average teacher load on the basis of attendance was slightly less prior to 1931-32 than it has been since that year. The number of pupils per teacher for the period beginning with 1933-34 has been almost static. On the basis of attendance, which is used as the basis of teacher allotment, the average load per teacher has been approximately 33 pupils, the load being higher in the elemen-

### Enrollment

| YEAR     | WHITE   | NEGRO   | TOTAL   |
|----------|---------|---------|---------|
| 1919-20  | 478,189 | 213,060 | 621,249 |
| 1924-25  | 559,396 | 250,438 | 809,834 |
| 1929-30  | 607,344 | 259,595 | 866,939 |
| 1931-32* | 599,900 | 265,781 | 865,681 |
| 1933-34  | 614,784 | 280,741 | 895,525 |
| 1934-35  | 616,314 | 276,334 | 892,648 |
| 1935-36  | 618,571 | 270,204 | 888,775 |
| 1936-37  | 613,766 | 268,240 | 882,006 |
| 1937-38  | 613,587 | 268,287 | 881,874 |
| 1938-39  | 620,415 | 272,128 | 892,543 |

\*Decrease due to elimination of duplicates beginning this year.

### Per Cent Enrollment in Attendance

| YEAR    | WHITE | NEGRO | TOTAL |
|---------|-------|-------|-------|
| 1919-20 | 70.4  | 62.2  | 68.5  |
| 1924-25 | 76.3  | 67.6  | 73.6  |
| 1929-30 | 80.1  | 71.7  | 77.6  |
| 1931-32 | 86.2  | 79.5  | 84.1  |
| 1933-34 | 85.8  | 81.8  | 84.5  |
| 1934-35 | 86.9  | 81.7  | 85.3  |
| 1935-36 | 87.0  | 81.9  | 85.5  |
| 1936-37 | 88.3  | 82.3  | 86.5  |
| 1937-38 | 89.4  | 83.5  | 87.5  |
| 1938-39 | 90.3  | 84.7  | 88.6  |

tary grades than in high school. The teacher-pupil ratio is higher on the basis of average daily membership and higher in the case of elementary grades when compared with high schools. These differences are accounted for by the law which provides for a different basis for the allotment of elementary and high school teachers.

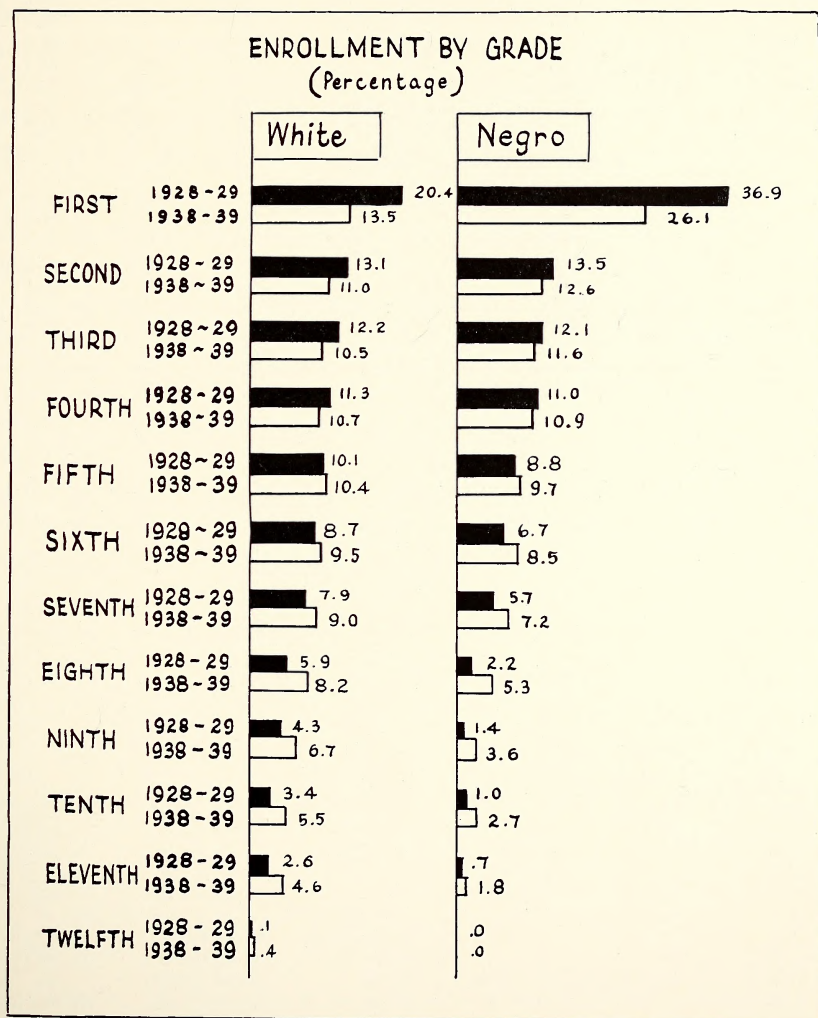
The improvement in the grade distribution of children during the past decade has been so great that a chart indicating the contrast between grade distribution in 1938-39 and 1928-29 has been prepared, and is presented with the table showing the number and percentage of enrollment in each grade for white and Negro schools during these two years.

### Enrollment by Grade

| GRADE       | WHITE   |         |          |         | NEGRO   |         |          |         |
|-------------|---------|---------|----------|---------|---------|---------|----------|---------|
|             | NUMBER  |         | PER CENT |         | NUMBER  |         | PER CENT |         |
|             | 1928-29 | 1938-39 | 1928-29  | 1938-39 | 1928-29 | 1938-39 | 1928-29  | 1938-39 |
| First       | 121,291 | 83,673  | 20.4     | 13.5    | 95,842  | 71,014  | 36.9     | 26.1    |
| Second      | 78,052  | 68,021  | 13.1     | 11.0    | 35,212  | 34,399  | 13.5     | 12.6    |
| Third       | 72,665  | 65,243  | 12.2     | 10.5    | 31,559  | 31,507  | 12.1     | 11.6    |
| Fourth      | 67,305  | 66,639  | 11.3     | 10.7    | 28,717  | 29,716  | 11.0     | 10.9    |
| Fifth       | 60,176  | 64,348  | 10.1     | 10.4    | 22,914  | 26,401  | 8.8      | 9.7     |
| Sixth       | 51,905  | 58,834  | 8.7      | 9.5     | 17,384  | 23,032  | 6.7      | 8.5     |
| Seventh     | 45,549  | 54,512  | 7.6      | 8.8     | 14,089  | 18,976  | 5.4      | 7.0     |
| Ungraded    | 1,987   | 1,505   | .3       | .2      | 702     | 700     | .3       | .2      |
| Elementary  | 498,920 | 462,775 | 83.7     | 74.6    | 246,419 | 235,745 | 94.7     | 86.6    |
| Eighth      | 35,282  | 51,002  | 5.9      | 8.2     | 5,627   | 14,365  | 2.2      | 5.3     |
| Ninth       | 25,748  | 41,776  | 4.3      | 6.7     | 3,690   | 9,628   | 1.4      | 3.6     |
| Tenth       | 19,987  | 34,374  | 3.4      | 5.5     | 2,563   | 7,333   | 1.0      | 2.7     |
| Eleventh    | 14,801  | 28,388  | 2.6      | 4.6     | 1,737   | 4,988   | .7       | 1.8     |
| Twelfth     | 628     | 1,642   | .1       | .3      | -----   | 66      | -----    | -----   |
| Ungraded    | 371     | 458     | -----    | .1      | 99      | 3       | -----    | -----   |
| High School | 96,817  | 157,640 | 16.3     | 25.4    | 13,716  | 36,383  | 5.3      | 13.4    |
| Total       | 595,747 | 620,415 | 100.0    | 100.0   | 260,135 | 272,128 | 100.0    | 100.0   |



As this chart shows, the percentage of enrollment in the lower grades has decreased, represented by shorter white bars than black bars; whereas the percentage of enrollment in the upper grades has increased, represented by longer white bars than black bars.



**Number of Pupils Per Teacher Employed**

(Not Including Classified Principals)

**Based on Average Daily Attendance**

| YEAR    | ELEMENTARY |       | HIGH SCHOOL |       | TOTAL |       | TOTAL |
|---------|------------|-------|-------------|-------|-------|-------|-------|
|         | WHITE      | NEGRO | WHITE       | NEGRO | WHITE | NEGRO |       |
| 1925-26 | 26.4       | 31.9  | 17.9        | 14.3  | 24.7  | 30.8  | 26.2  |
| 1929-30 | 29.9       | 32.5  | 21.1        | 23.5  | 27.8  | 31.7  | 28.8  |
| 1931-32 | 32.9       | 35.6  | 27.3        | 28.5  | 31.6  | 34.9  | 32.5  |
| 1933-34 | 33.0       | 36.2  | 30.2        | 33.6  | 32.9  | 36.0  | 33.8  |
| 1934-35 | 33.9       | 34.9  | 30.6        | 34.0  | 33.1  | 34.7  | 33.6  |
| 1935-36 | 33.5       | 33.5  | 30.0        | 32.0  | 32.6  | 33.3  | 32.8  |
| 1936-37 | 33.3       | 33.0  | 29.2        | 32.4  | 32.3  | 32.9  | 32.5  |
| 1937-38 | 33.6       | 33.5  | 28.7        | 30.5  | 32.3  | 33.1  | 32.5  |
| 1938-39 | 33.8       | 34.0  | 28.8        | 30.9  | 32.4  | 33.5  | 32.7  |

**Based on Average Daily Membership**

|         |      |      |      |      |      |      |      |
|---------|------|------|------|------|------|------|------|
| 1931-32 | 35.9 | 40.5 | 28.8 | 30.5 | 34.3 | 39.6 | 35.7 |
| 1933-34 | 37.2 | 40.6 | 31.8 | 35.7 | 36.0 | 40.5 | 37.2 |
| 1934-35 | 37.0 | 39.1 | 32.1 | 36.2 | 35.9 | 38.7 | 36.7 |
| 1935-36 | 36.5 | 37.8 | 31.4 | 34.2 | 35.3 | 37.4 | 35.9 |
| 1936-37 | 35.9 | 36.8 | 30.6 | 34.8 | 34.5 | 36.5 | 35.1 |
| 1937-38 | 36.0 | 37.3 | 29.9 | 32.5 | 34.3 | 36.6 | 35.0 |
| 1938-39 | 36.0 | 37.5 | 30.1 | 32.9 | 34.3 | 36.8 | 35.0 |



## SCHOOL COSTS

## Current Expense

The accompanying table gives the cost of operation for certain years during the past twenty years. Additional information concerning the financial support of the public schools will be found in the first part of this report. Even within this recent period, as indicated by the table, the cost of public education has gradually increased. At the end of the first decade of this period the total cost of operation had risen to \$28,616,603.44. On the basis of the average daily attendance of that year the average annual cost per pupil was \$42.53.

During the years immediately following 1929-30, both the total and the average pupil costs decreased. This was largely due, as stated elsewhere, to the abolishment of local property taxation as a source of revenue, and the assumption by the State of a greater share in the financial support of the public schools.

As the table shows, the trend in recent years has been upward. The total estimated current expense for 1939-40 was \$31,588,129.45, which amount divided by the estimated attendance of 795,000 gives an average yearly cost of \$39.73. Thus it is seen that the average per pupil cost for 1939-40 was not quite equal to that for the year 1929-30.

Current Expense For Public Schools

| YEAR     | STATE*          | LOCAL           | TOTAL           | AVERAGE<br>DAILY<br>ATTENDANCE | AV. COST<br>PER PUPIL |
|----------|-----------------|-----------------|-----------------|--------------------------------|-----------------------|
| 1919-20  | \$ 3,423,717.22 | \$ 6,145,025.38 | \$ 9,568,743.10 | 473,552                        | \$20.21               |
| 1924-25  | 1,738,701.98    | 19,292,108.25   | 21,030,810.22   | 596,211                        | 35.27                 |
| 1929-30  | 6,557,175.43    | 22,059,428.01   | 28,616,603.44   | 672,895                        | 42.53                 |
| 1931-32  | 17,023,679.72   | 7,025,937.44    | 24,049,617.16   | 728,265                        | 33.02                 |
| 1933-34  | 16,340,057.51   | 1,956,306.27    | 18,296,363.78   | 756,768                        | 24.18                 |
| 1934-35  | 17,154,541.34   | 2,099,556.73    | 19,254,098.07   | 761,433                        | 25.29                 |
| 1935-36  | 20,513,101.18   | 3,109,939.61    | 23,623,040.79   | 759,604                        | 31.10                 |
| 1936-37  | 21,733,040.58   | 3,817,032.78    | 25,550,073.36   | 762,881                        | 33.49                 |
| 1937-38  | 25,861,836.25   | 4,436,628.96    | 30,298,465.21   | 771,982                        | 39.25                 |
| 1938-39† | ‡25,148,800.86  | 5,310,825.29    | 30,459,626.15   | 790,502                        | 38.53                 |
| 1939-40† | ‡26,003,841.76  | 5,584,287.69    | 31,588,129.45   | 795,000                        | 39.73                 |

\*Includes expenditures from Federal and Philanthropic funds.

†Estimated.

‡State and Federal vocational funds in local.

### Capital Outlay

| YEAR     | TOTAL AMOUNT    |               |                 | PER PUPIL (A.D.A.) |        |         |
|----------|-----------------|---------------|-----------------|--------------------|--------|---------|
|          | WHITE           | NEGRO         | TOTAL           | WHITE              | NEGRO  | TOTAL   |
| 1919-20  | \$ 2,356,051.26 | \$ 289,463.84 | \$ 2,645,515.10 | \$ 7.00            | \$2.11 | \$ 5.59 |
| 1924-25  | 11,928,384.29   | 1,018,869.16  | 12,947,253.45   | 27.94              | 6.02   | 21.72   |
| 1929-30  | 4,075,064.87    | 734,086.48    | 4,809,151.35    | 8.37               | 3.94   | 7.15    |
| 1931-32  | 1,459,416.44    | 177,306.31    | 1,636,722.75    | 2.82               | .84    | 2.25    |
| 1933-34  | 852,731.50      | 89,677.53     | 942,409.03      | 1.62               | .39    | 1.25    |
| 1934-35  | 2,906,542.50    | 412,369.10    | 3,318,911.60    | 5.43               | 1.83   | 4.36    |
| 1935-36  | 3,819,484.74    | 493,828.63    | 4,313,313.37    | 7.10               | 2.23   | 5.68    |
| 1936-37  | 5,248,538.74    | 669,599.64    | 5,918,138.38    | 9.68               | 3.03   | 7.76    |
| 1937-38  | 4,516,803.61    | 700,439.79    | 5,217,243.40    | 8.23               | 3.14   | 6.76    |
| 1938-39* | †               | †             | 5,192,061.37    | †                  | †      | 6.57    |
| 1939-40* | †               | †             | 4,258,795.92    | †                  | †      | 5.36    |

\*Budget estimate.

†Not available.

### Capital Outlay

The expenditures for buildings and equipment vary from year to year. The school building boom in this State occurred just prior to 1929-30. This expansion of plant program got under way immediately after the provision of the first Special Building (loan) Fund of \$5,000,000 provided by the General Assembly of 1921. The General Assemblies of 1923 and 1925 each also provided a \$5,000,000 school building loan fund, and the Legislature of 1927 provided \$2,500,000 for this purpose. These funds, which provided a source for borrowing money for the erection and repairing of school buildings by the counties, greatly stimulated expenditures for capital outlay purposes. The record shows that nearly thirteen million dollars was paid out during 1924-25.

After these State loan funds were exhausted, the amounts expended for capital outlay decreased. By 1929-30 the amount expended for such purposes had decreased to less than five million dollars, and by 1933-34 to less than one million dollars. In recent years, however, under the stimulation of Federal aid, the expenditure for school plants in North Carolina has ranged around five million dollars annually.

### Debt Service

| YEAR     |               |
|----------|---------------|
| 1919-20  | \$ 424,684.50 |
| 1924-25  | 3,373,027.94  |
| 1929-30  | 6,290,641.57  |
| 1931-32  | 5,967,779.33  |
| 1933-34  | 5,709,358.57  |
| 1934-35  | 6,275,718.00  |
| 1935-36  | 6,477,238.53  |
| 1936-37  | 7,504,621.60  |
| 1937-38  | 6,809,279.05  |
| 1938-39* | 6,276,700.56  |
| 1939-40* | 6,439,953.52  |

\*Budget Estimate.



The accompanying table shows not only the total expenditures, but also the per pupil expenditures, for capital outlay purposes. For the years indicated the per pupil capital outlay expense on the basis of attendance ranged from a high of \$21.72 in 1924-25 to a low of \$1.25 in 1933-34. In recent years an average ranging from five to eight dollars per pupil has been expended for school plant expansion.

### **Debt Service**

The amounts expended annually for debt service represents the amounts repaid, principal and interest, on State loans borrowed, on bonds issued, and other borrowed money. Due to the fact that most of the money used for school building purposes during the twenties was borrowed, the debt service obligations for recent years has been over six million dollars annually.

### **Current Expense by Items**

The tables that follow show the expenditures from the State Eight Months School Fund by objects and items for the two school years of the 1938-40 biennium and the total school expenditures from all funds by objects and items for the past four years. At the end of the third table the expenditure per pupil in average daily attendance for each object and fund is given for these four years.

### Summary of Expenditures State Eight Months School Fund, 1938-1939

| Classification by Objects and Items                      | White            | Colored         | Total            |
|----------------------------------------------------------|------------------|-----------------|------------------|
| <b>A. STATE AID PAID OUT BY UNITS:</b>                   |                  |                 |                  |
| <b>61. GENERAL CONTROL:</b>                              |                  |                 |                  |
| 611. Salary: Superintendents.....                        | \$ 417,236.45    | \$ .....        | \$ 417,236.45    |
| 612. Travel: Superintendents.....                        | 39,126.55        | .....           | 39,126.55        |
| 613. Clerical Assistants.....                            | 121,231.95       | .....           | 121,231.95       |
| 614. Office Expense.....                                 | 42,240.75        | .....           | 42,240.75        |
| 615. County Board of Education.....                      | 9,971.07         | .....           | 9,971.07         |
| Total General Control.....                               | \$ 629,806.77    | \$ .....        | \$ 629,806.77    |
| <b>62. INSTRUCTIONAL SERVICE:</b>                        |                  |                 |                  |
| 621. Salaries: Elementary Teachers.....                  | \$ 10,768,055.08 | \$ 3,680,385.74 | \$ 14,448,440.82 |
| 622. Salaries: High School Teachers.....                 | 3,656,697.68     | 622,010.04      | 4,278,707.72     |
| <b>623. Salaries:</b>                                    |                  |                 |                  |
| 1. Elementary Principals.....                            | 453,341.20       | 93,592.70       | 546,933.90       |
| 2. High School Principals.....                           | 1,164,194.62     | 195,414.98      | 1,359,609.60     |
| Sub-Total Salaries.....                                  | \$ 16,042,288.58 | \$ 4,591,403.46 | \$ 20,633,692.04 |
| 624. Instructional Supplies.....                         | 60,167.89        | 10,565.96       | 70,733.85        |
| Total Instructional Service.....                         | \$ 16,102,456.47 | \$ 4,601,959.42 | \$ 20,704,425.89 |
| <b>63. OPERATION OF PLANT:</b>                           |                  |                 |                  |
| 631. Wages: Janitors.....                                | \$ 427,325.48    | \$ 53,995.74    | \$ 481,321.22    |
| 632. Fuel: (coal and wood).....                          | 414,205.74       | 97,798.45       | 512,004.19       |
| 633. Water, Light, Power.....                            | 112,373.58       | 15,097.48       | 127,471.06       |
| 634. Janitors Supplies.....                              | 41,276.52        | 8,888.74        | 50,165.26        |
| 635. Telephones.....                                     | 12,104.32        | 899.80          | 13,004.12        |
| Total Operation of Plant.....                            | \$ 1,007,285.64  | \$ 176,680.21   | \$ 1,183,965.85  |
| <b>65. FIXED CHARGES (Compensation):</b>                 |                  |                 |                  |
| 653. School Employees.....                               | \$ 7,600.78      | \$ 938.73       | \$ 8,539.51      |
| 654. School Children.....                                | 2,463.29         | 295.50          | 2,758.79         |
| Total Compensation.....                                  | \$ 10,064.07     | \$ 1,234.23     | \$ 11,298.30     |
| <b>66. AUXILIARY AGENCIES:</b>                           |                  |                 |                  |
| <b>661. Transportation:</b>                              |                  |                 |                  |
| 1-5. Operation.....                                      | \$ 1,480,452.78  | \$ 160,517.40   | \$ 1,640,970.18  |
| 6. Major Replacements.....                               | 605,723.44       | 4,926.92        | 610,650.36       |
| Sub-Total.....                                           | \$ 2,086,176.22  | \$ 165,444.32   | \$ 2,251,620.54  |
| 662. School Libraries.....                               | 41,208.59        | 5,692.90        | 46,901.49        |
| Total Auxiliary Agencies.....                            | \$ 2,127,384.81  | \$ 171,137.22   | \$ 2,298,522.03  |
| Total State Aid Paid Out by<br>Administrative Units..... | \$ 19,876,997.76 | \$ 4,951,021.08 | \$ 24,828,018.84 |
| <b>B. STATE AID PAID DIRECT:</b>                         |                  |                 |                  |
| Workmen's Compensation Tax.....                          | .....            | .....           | \$ 300.00        |
| Surety Bond Premium.....                                 | .....            | .....           | 845.00           |
| Grand Total—State Aid.....                               | .....            | .....           | \$ 24,829,163.84 |
| <b>C. STATE SCHOOL COMMISSION.....</b>                   |                  |                 |                  |
| Total Expense.....                                       | .....            | .....           | \$ 24,890,304.74 |

Note: In addition, the State deposited in the administrative unit accounts \$23,162.60 which was unused and will be refunded for use in 1939-40. Unallotted equipment expenditures at June 30, 1939 were \$7,345.55.



### Summary of Expenditures State Eight Months School Fund, 1939-1940

| Classification by Objects and Items                      | White            | Colored         | Total            |
|----------------------------------------------------------|------------------|-----------------|------------------|
| <b>A. STATE AID PAID OUT BY UNITS:</b>                   |                  |                 |                  |
| <b>61. GENERAL CONTROL:</b>                              |                  |                 |                  |
| 611. Salary: Superintendents.....                        | \$ 445,016.86    | \$.....         | \$ 445,016.86    |
| 612. Travel: Superintendents.....                        | 39,788.57        | .....           | 39,788.57        |
| 613. Salaries: Clerical Assistants.....                  | 125,075.00       | .....           | 125,075.00       |
| 614. Office Expense.....                                 | 43,788.01        | .....           | 43,788.01        |
| 615. County Board of Education.....                      | 9,992.55         | .....           | 9,992.55         |
| Total General Control.....                               | \$ 663,660.99    | \$.....         | \$ 663,660.99    |
| <b>62. INSTRUCTIONAL SERVICE:</b>                        |                  |                 |                  |
| 621. Salaries: Elementary Teachers.....                  | \$ 11,072,160.85 | \$ 3,935,790.36 | \$ 15,007,951.21 |
| 622. Salaries: High School Teachers.....                 | 3,875,913.23     | 696,756.95      | 4,572,670.18     |
| 623. Salaries:                                           |                  |                 |                  |
| 1. Elementary Principals.....                            | 462,667.00       | 99,669.80       | 562,336.80       |
| 2. High School Principals.....                           | 1,183,869.00     | 207,424.14      | 1,391,293.14     |
| Sub-Total—Salaries.....                                  | \$ 16,594,160.08 | \$ 4,939,641.25 | \$ 21,534,251.33 |
| 624. Instructional Supplies.....                         | 58,978.88        | 13,030.19       | 72,009.07        |
|                                                          | \$ 16,653,588.96 | \$ 4,952,671.44 | \$ 21,606,260.40 |
| <b>63. OPERATION OF PLANT:</b>                           |                  |                 |                  |
| 631. Wages, Janitors.....                                | \$ 433,402.06    | \$ 54,455.11    | \$ 487,857.17    |
| 632. Fuel (coal and wood).....                           | 450,542.19       | 108,038.70      | 558,580.89       |
| 633. Water, Light and Power.....                         | 111,893.93       | 16,789.27       | 128,683.20       |
| 634. Janitor's Supplies.....                             | 41,182.12        | 9,583.48        | 50,765.60        |
| 635. Telephones.....                                     | 12,269.93        | 1,113.32        | 13,383.25        |
| Total Operation of Plant.....                            | \$ 1,049,290.23  | \$ 189,979.88   | \$ 1,239,270.11  |
| <b>65. FIXED CHARGES (Compensation):</b>                 |                  |                 |                  |
| 653. School Employees.....                               | \$ 7,067.21      | \$ 1,380.06     | \$ 8,447.27      |
| 654. School Children.....                                | 1,553.38         | 249.50          | 1,802.88         |
| Total Compensation.....                                  | \$ 8,620.59      | \$ 1,629.56     | \$ 10,250.15     |
| <b>66. AUXILIARY AGENCIES:</b>                           |                  |                 |                  |
| <b>661. Transportation:</b>                              |                  |                 |                  |
| 1-5. Operation.....                                      | \$ 1,512,134.75  | \$ 189,587.17   | \$ 1,701,721.92  |
| 6. Major Replacements.....                               | 570,988.45       | 10,510.01       | 581,498.46       |
| 7. Principal's Bus Travel.....                           | 9,912.50         | 1,200.00        | 11,112.50        |
| Sub-Total.....                                           | \$ 2,093,035.70  | \$ 201,297.18   | \$ 2,294,332.88  |
| 662. School Libraries.....                               | 40,573.77        | 6,929.94        | 47,503.71        |
| Total Auxiliary Agencies.....                            | \$ 2,133,609.47  | \$ 208,227.12   | \$ 2,341,836.59  |
| Total State Aid Paid Out by<br>Administrative Units..... | \$ 20,508,770.24 | \$ 5,352,508.00 | \$ 25,861,278.24 |
| <b>B. STATE AID PAID DIRECT:</b>                         |                  |                 |                  |
| Workmen's Compensation Tax.....                          |                  |                 | \$ 750.00        |
| Surety Bond Premium.....                                 |                  |                 | 855.00           |
| Grand Total—State Aid.....                               |                  |                 | \$ 25,862,883.24 |
| <b>C. STATE SCHOOL COMMISSION.....</b>                   |                  |                 |                  |
| Total Expense.....                                       |                  |                 | \$ 25,922,351.59 |

Note: In addition, the State deposited in the administrative unit accounts \$15,447.03 which was unused and will be refunded for use in 1940-41. Unallotted equipment expenditures at June 30, 1940 were \$2,206.93.

### Total School Expenditures, All Funds—Four Year Comparison by Objects and Items

|                                                                 | 1936-37<br>Actual | 1937-38<br>Actual | 1938-39<br>Budget | 1939-40<br>Budget |
|-----------------------------------------------------------------|-------------------|-------------------|-------------------|-------------------|
| <b>GENERAL CONTROL:</b>                                         |                   |                   |                   |                   |
| 611. Salaries, Superintendents..                                | \$ 412,734.94     | \$ 450,956.71     | \$ 454,234.88     | \$ 484,621.87     |
| 612. Travel, Superintendents..                                  | 51,370.87         | 58,252.96         | 60,942.80         | 62,478.74         |
| 613. Clerical Assistants.....                                   | 195,292.40        | 211,652.30        | 209,790.98        | 218,464.12        |
| 614. Office Expense.....                                        | 52,533.00         | 57,176.51         | 59,627.79         | 63,221.91         |
| 615. Board of Education.....                                    | 26,842.69         | 28,433.00         | 35,001.32         | 33,303.25         |
| 616. County Treasurer.....                                      | 10,053.86         | 11,938.96         | 8,680.00          | 11,669.00         |
| 617-18. Attendance, Audit, etc.                                 | 51,251.43         | 42,321.67         | 41,576.00         | 48,842.50         |
| Total*.....                                                     | \$ 800,070.19     | \$ 860,632.11     | \$ 869,253.77     | \$ 922,601.39     |
| White.....                                                      | 563,657.29        | 604,635.76        | 610,737.70        | 648,219.74        |
| Colored.....                                                    | 236,412.90        | 255,996.35        | 258,516.07        | 274,381.65        |
| <b>INSTRUCTIONAL SERVICE:</b>                                   |                   |                   |                   |                   |
| 621. Salaries, Elem.—White..                                    | \$ 10,045,387.10  | \$ 11,147,880.51  | \$ 11,393,437.22  | \$ 11,730,220.09  |
| Colored.....                                                    | 3,263,885.64      | 3,670,980.67      | 3,856,003.35      | 4,125,495.58      |
| 622. Salaries, H. S.—White..                                    | 3,341,698.18      | 3,859,771.23      | 4,146,956.55      | 4,371,813.23      |
| Colored.....                                                    | 535,100.95        | 629,340.51        | 693,308.50        | 763,827.99        |
| 623. Salaries, Elem. P.—White..                                 | 386,480.46        | 490,652.39        | 522,516.95        | 535,053.60        |
| Colored.....                                                    | 85,433.83         | 106,327.27        | 115,984.79        | 122,538.72        |
| Salaries, H. S. P.—White..                                      | 1,054,329.91      | 1,175,634.75      | 1,192,293.52      | 1,214,530.39      |
| Colored.....                                                    | 162,552.00        | 188,689.18        | 203,927.70        | 215,986.62        |
| 624. Instructional Supplies.....                                | 128,173.46        | 151,572.30        | 179,965.07        | 193,242.88        |
| 625. Textbooks.....                                             | -----             | 782,334.81        | 357,017.11        | 180,050.67        |
| 626. Vocational Education.....                                  | 773,286.38        | 1,157,185.25      | 1,245,060.69      | 1,355,682.52      |
| 627-8. Expenses, etc.....                                       | 36,663.48         | 48,081.37         | 55,027.43         | 61,196.71         |
| Total.....                                                      | \$ 19,812,991.39  | \$ 23,406,450.24  | \$ 23,961,498.88  | \$ 24,869,639.00  |
| White.....                                                      | 15,693,840.53     | 18,423,904.38     | 18,830,065.05     | 19,411,074.57     |
| Colored.....                                                    | 4,119,150.86      | 4,982,545.86      | 5,131,433.83      | 5,458,564.43      |
| <b>OPERATION OF PLANT:</b>                                      |                   |                   |                   |                   |
| 631. Janitors and others.....                                   | \$ 516,964.28     | \$ 585,491.70     | \$ 601,114.39     | \$ 617,766.44     |
| 632. Fuel.....                                                  | 480,204.24        | 552,422.03        | 575,568.33        | 626,508.63        |
| 633. Water, Light, Power.....                                   | 168,764.22        | 190,435.87        | 201,831.42        | 213,363.37        |
| 634. Janitor's Supplies.....                                    | 68,995.47         | 75,103.48         | 80,216.96         | 84,664.77         |
| 635. Telephones, etc.....                                       | 19,015.82         | 20,081.36         | 22,005.16         | 23,588.16         |
| Total.....                                                      | \$ 1,253,944.03   | \$ 1,423,534.44   | \$ 1,480,736.27   | \$ 1,565,891.37   |
| White.....                                                      | 1,071,952.74      | 1,216,871.08      | 1,258,247.00      | 1,313,545.13      |
| Colored.....                                                    | 181,991.29        | 206,663.36        | 222,489.27        | 252,346.24        |
| <b>MAINTENANCE OF PLANT:</b>                                    |                   |                   |                   |                   |
| 641. Repairs to Buildings &<br>Grounds.....                     | \$ 745,210.31     | \$ 765,399.37     | \$ 722,680.30     | \$ 740,776.83     |
| 642. Repairs and Replace-<br>ments to Furniture.....            | 141,616.67        | 165,327.70        | 199,750.39        | 194,239.12        |
| 643. Repairs and Replace-<br>ments to Heating,<br>Lighting..... | 240,693.69        | 235,209.31        | 238,181.57        | 232,750.75        |
| 644. Superintendent of Build-<br>ings & Grounds.....            | -----             | 19,774.71         | -----             | -----             |
| Total.....                                                      | \$ 1,127,520.67   | \$ 1,185,711.09   | \$ 1,160,612.26   | \$ 1,167,766.70   |
| White.....                                                      | 972,088.56        | 1,021,690.39      | 976,777.56        | 987,155.29        |
| Colored.....                                                    | 155,432.11        | 164,020.70        | 183,834.70        | 180,611.41        |

\*Race division estimated.

(Continued on next page)



**Total School Expenditures—All Funds Four Year Comparison By  
Total School Expenditures, All Funds—Four year Comparison by**

|                                                     | 1936-37<br>Actual | 1937-38<br>Actual | 1938-39<br>Budget | 1939-40<br>Budget |
|-----------------------------------------------------|-------------------|-------------------|-------------------|-------------------|
| <b>FIXED CHARGES:</b>                               |                   |                   |                   |                   |
| 651. Rents.....                                     | \$ 26,989.09      | \$ 22,091.24      | \$ 21,607.50      | \$ 27,004.52      |
| 652. Insurance.....                                 | 350,105.42        | 372,400.82        | 394,769.79        | 420,765.01        |
| 653. Retirement.....                                |                   | 9,266.80          | 7,709.22          | 6,242.50          |
| 654. Compensation.....                              | 20,223.64         | 15,757.11         | 11,298.30         | 10,250.15         |
| Total.....                                          | \$ 297,318.15     | \$ 420,415.97     | \$ 435,384.81     | \$ 464,262.18     |
| White.....                                          | 353,030.99        | 375,075.76        | 396,471.80        | 414,475.13        |
| Colored.....                                        | 44,287.16         | 45,340.21         | 38,913.01         | 49,787.05         |
| <b>AUXILIARY AGENCIES:</b>                          |                   |                   |                   |                   |
| 661. Transportation.....                            | \$ 1,964,719.26   | \$ 2,550,555.98   | \$ 2,369,156.64   | \$ 2,415,786.54   |
| 662. Libraries.....                                 | 70,487.25         | 92,203.64         | 102,150.43        | 103,651.17        |
| 663. Textbooks.....                                 | \$5,053.21        | 300,974.52        | 2,368.24          | 3,855.00          |
| 664-7. Health, Lunchrooms &<br>Adult Education..... | 37,581.77         | 57,513.98         | 66,165.14         | 64,426.35         |
| 669. Interest.....                                  | 387.44            | 473.34            | 11,999.71         | 10,249.75         |
| Total.....                                          | \$ 2,158,228.93   | \$ 3,001,721.36   | \$ 2,552,140.16   | \$ 2,597,968.81   |
| White.....                                          | 1,995,364.89      | 2,747,800.67      | 2,365,876.10      | 2,370,284.56      |
| Colored.....                                        | 162,864.04        | 253,920.69        | 186,264.06        | 227,684.25        |
| <b>SUMMARY:</b>                                     |                   |                   |                   |                   |
| Total Current Expense.....                          | \$ 25,550,073.36  | \$ 30,298,465.21  | \$ 30,459,626.15  | \$ 31,588,129.45  |
| White.....                                          | 20,649,935.00     | 24,389,978.04     | 24,438,175.21     | 25,144,754.42     |
| Colored.....                                        | 4,900,138.36      | 5,908,487.17      | 6,021,450.94      | 6,443,375.03      |
| Capital Outlay.....                                 | 5,918,138.38      | 5,217,243.40      | 5,192,061.37      | 4,258,795.92      |
| Debt Service.....                                   | 7,504,621.60      | 6,809,279.05      | 6,276,700.56      | 6,438,953.52      |
| Total All Funds.....                                | \$ 38,972,833.34  | \$ 42,324,987.66  | \$ 41,928,388.08  | \$ 42,285,878.89  |
| <b>PER PUPIL IN A. D. A.:</b>                       |                   |                   |                   |                   |
| General Control.....                                | \$ 1.05           | \$ 1.11           | \$ 1.10           | \$ 1.16           |
| Instructional Service.....                          | 25.97             | 30.33             | 30.31             | 31.28             |
| Operation of Plant.....                             | 1.64              | 1.84              | 1.87              | 1.97              |
| Maintenance of Plant.....                           | 1.48              | 1.54              | 1.47              | 1.47              |
| Fixed Charges.....                                  | .52               | .54               | .55               | .58               |
| Auxiliary Agencies.....                             | 2.83              | 3.89              | 3.23              | 3.27              |
| Total Current Expense.....                          | \$ 33.49          | \$ 39.25          | \$ 38.53          | \$ 39.73          |
| White.....                                          | 38.09             | 44.45             | 43.63             | 44.64             |
| Colored.....                                        | 22.19             | 26.46             | 26.13             | 27.80             |
| Capital Outlay.....                                 | 7.76              | 6.76              | 6.57              | 5.36              |
| Debt Service.....                                   | 9.84              | 8.82              | 7.94              | 8.10              |
| All funds.....                                      | 51.09             | 54.83             | 53.04             | 53.19             |

## CURRENT EXPENSE PER PUPIL (A.D.A.)

1919-20



1924-25



1929-30



1934-35

1939-40  
(ESTIMATED)

(Each Symbol Equals \$2.00)



## THE INSTRUCTIONAL PROGRAM

The public schools of the State have been confronted with the task of changing the instructional program to meet new and ever-changing conditions. Gradual changes have been made to meet the individual needs of boys and girls, keeping in mind that for many of them the public schools will furnish all the training they will get to equip them for the complexities of modern life. In spite of large numbers in many classrooms, teachers are trying as never before to preserve the individuality of the pupil. The materials of instruction are organized into large units of work wherein integration is stressed and all pupils are encouraged to participate. Teachers are attempting to record more significant data about individual pupils so that proper guidance may be given. The entire instructional program is concerned with the total personality of the child and has the following major aims: sound health; worthy home membership; mastery of the tools, techniques, and spirit of learning; faithful citizenship; vocational effectiveness; wise use of leisure; and ethical character.

### LANGUAGE ARTS

The language arts program recognizes the development of

*Reading activities give training for the most essential tool in the learning process.*







*Issuing a school paper gives practical training in the fundamentals.*

adequate reading, writing, and speaking vocabularies as a basic phase of the child's education. To gain understandings of the nature of the world in which he lives and grows and to share with others his achievements, the child must be guided through experiences which lead to success in acquiring the skills involved in reading, writing, and speaking. The seven-year course for elementary schools and the four or five-year course in English for secondary schools provide suitable and effective instruments and activities which are adapted to the developing needs of the pupil.

While a thorough training in the skills and other phases of the language arts program is an important goal, the creative phase of English is also encouraged. Realizing that growth comes through experience, the school programs provide a great variety of activities in the fields of dramatics, public speaking, journalism, visual education, the radio, research (library reading) and experimentation.

"Every teacher an English teacher" is a popular slogan in our schools, and the demonstration of this in the integrated curricula has been most effective in meeting the needs of pupils in their efforts to become efficient in the use of language.

#### FOREIGN LANGUAGE

Provision is made in every accredited high school for the teaching of at least one foreign language. Since the majority of the schools have fewer than seven high school teachers most of them offer only one foreign language, though it is possible for two



foreign languages to be offered in schools with five or more academic teachers. The percentage of pupils taking a foreign language has declined considerably from year to year. This is particularly true with regard to Latin. The tendency in schools which offer Latin is to confine the work to a two-year course. The number of pupils taking German and Spanish is negligible; only three schools offer German and eight offer Spanish.

### MATHEMATICS

As revealed by the results of the Seventh Grade Examination given for the last few years, elementary school arithmetic, for the most part, is well taught. These examinations have shown improvement in scores made by pupils from year to year. However, the fact that a rather large number of pupils in the seventh grade still make scores a year or more below the expected norm for the grade indicates that more attention should be given to pupils of less than average ability.

In the high school the course in mathematics gives general mathematics in the eighth grade followed by a second year of general mathematics or algebra in the ninth grade. Plane geometry is elective and is taken by about ten per cent of the high school pupils. Elective courses in solid geometry, trigonometry and advanced algebra are offered in a number of schools.

*Listening to the radio program offers an opportunity to teach good English usage.*





## SOCIAL STUDIES

During the past biennium international developments have caused attention to be focused on the social studies as never before. The outbreak of World War II and the rapid advances made by the totalitarian powers have put democracy on the defensive. The public schools have been quick to recognize the implications involved in the clash of world ideologies and in recent months have given greater attention to history, geography, economics, sociology, government, and other branches of the social studies.

Democracy must be defended against the enemy within as well as against the enemy without. In planning for national defense, education for democracy must receive a place of major importance. The best insurance against propaganda and the fifth columnist is education that immunizes against appeals based on unreasoning emotion. As pointed out by United States Commissioner of Education, John W. Studebaker, "this calls both for a program of adult education and for the rapid improvement of social studies and civic education among children and youth in

*Exercising the right of a citizen in a democracy.*





schools and colleges. Of primary importance is a state of intellectual preparedness with respect to the meaning of democracy and the ways of dictatorship. An educational program can make a significant proportion of the people aware of the tricks and devices that have been used to destroy other democracies and develop a thorough understanding of the rights and principles we intend to defend."

The need for adequate defense imposes a definite obligation on the public school to make youth competent to take advantage of their freedom and to recognize and assume the responsibilities of citizenship in a democracy.

Internal developments also emphasize the need for a more effective social studies program in our schools. Such problems as poverty, unemployment, conservation, and crime clearly indicate the need for more and better social science education. A decade of severe depression points to the fact that institutional changes and popular consent have not kept pace with the rapid technological advances of the twentieth century. Solution of America's persistent social problems depends on a number of factors, but the educational factor is inseparably linked with each. Quite

*Making History Live—A fifth grade unit study of colonial life.*





appropriately a larger share of the school day is now devoted to activities designed to assist pupils in making a better adaptation to a swiftly changing social and economic order.

In the high school American History and Citizenship are required social studies. In many schools one or more of the following courses are available to students electing to take them: Ancient History, Modern History, World History, Problems in American Democracy, Geography, Economics, and Sociology.

In the primary grades of the elementary school the social studies program is developed informally, starting with a study of the child's immediate environment and gradually expanding in keeping with his extension of interest and his rate of maturation. Geography as a separate subject is introduced in the fourth grade and continued through the elementary school. History appears as a separate subject in the fifth grade and is taught regularly each year through the seventh grade, one year being devoted chiefly to North Carolina History.

Many elementary schools offer an integrated curriculum that fuses the social studies and other branches of learning and disregards traditional subject matter lines. In recent educational conferences and professional study meetings the State Department of Public Instruction has provided leadership in developing more effective teaching procedures of this type and in carrying on continuous curriculum revision in the social studies.

*Know Your Home State! A sixth grade social studies project.*





*A first-hand study of  
transportation.*



In teachers conferences, professional study meetings, bulletins, and other publications the Department of Public Instruction has consistently advocated a type of social studies instruction that emphasizes the study of contemporary life. This has resulted in a more realistic treatment of social and economic conditions and a wider use of newspapers, magazines, radio, motion pictures, and other modern means of communication.

During the school year 1938-39 a series of forums in the schools of the State was sponsored in cooperation with the United States Office of Education. This activity proved highly beneficial in stimulating local administrative units in providing means whereby group thinking could be developed and the democratic process could be put to work more effectively. As a result of this project a number of communities are continuing the forum program and report many desirable outcomes in citizenship education.

A special study of the history, geography, and government of North Carolina was made during the biennium. Teachers and administrators gladly cooperated in developing a functional curriculum in the social studies as applied to the State and assisted the Department of Public Instruction in preparing a course of study that was published and made available to elementary teachers and high school teachers of social science throughout the State.



## NATURAL SCIENCE

Emphasis has been given to the importance of science in the elementary and secondary schools of North Carolina for some time. The State Courses of Study since 1923 have placed science as a necessary and desirable part in each child's program of studies. Factual science information takes its place in the interests of children equal to, if not surpassing, his interest in the imaginative and play form of things.

In 1939-40 there were about 1800 elementary schools for white children in the State. The annual reports from 1201 of these schools having six or more teachers distributed in the one hundred counties were checked to find the place that science was given as a part of the curriculum. Fewer than 20 per cent of these schools reported that they had a continuous program in elementary science for grades 1-7 in 1939-40. Further inquiry into the basis for reporting the work done, in ten selected counties, showed that

*The study of bird life is both instructive and entertaining.*







*Growing plants give practical value to the study of science.*

a large majority of schools were associating the amount of science teaching done with the ownership in the schools of a textbook series in science.

The place and need for science information is unquestionably greater today than it has ever been before. The world promises to be an even greater scientific world. A continuous unified program of work, therefore, is needed to fill that place in the child's life which helps him to understand better some of nature's processes; to help him know how these processes may be his limitations; and, to know how these processes may be better developed to serve man's purposes.

In a large measure the teachers of North Carolina are keenly interested in strengthening the child's program in science. Some schools, and several city and county units scattered throughout the State have been giving continuous emphasis to the program for a number of years. For example, Durham County, Alamance County, the Oxford Orphanage School, and the city of Raleigh have gotten out publications by the teachers on the subject of science.





*Knowledge gained in the classroom is tested in the science laboratory.*

At present, groups of county teachers and schools are organizing science committees to promote and to help evaluate their programs. There were functioning in 1939-40 science promotion committees for grades 1-7 in twenty-nine county units. These committees were chosen by the teaching personnel, representing each school in the county, to plan, stimulate, evaluate, and assist in the curriculum building of a science program. Harnett (1939-40), Alamance (1938-39), and Durham (1936-40) county teachers have each issued a county bulletin on their science programs, stating their purposes and giving illustrations of recognized units of work accomplished.

Three hundred twenty-nine teachers in the State in 1939-40 responded to a questionnaire on the program of science in their schools. This has aided considerably in the preparation of a bulletin on *Science For The Elementary School*.

In the secondary school biology is the science which is required in nearly all of the schools. A large number of pupils take general science; but the number enrolled in this course, given in the eighth grade, is smaller because it is offered as an elective with such subjects as home economics and agriculture. The number of high schools offering chemistry has increased from



year to year until the enrollments in physics and chemistry are now about equal.

Each accredited high school is equipped to offer three or more sciences. During depression years laboratory apparatus and equipment were somewhat neglected, but schools all over the State are now attempting to build up the equipment for science and to provide rooms which are equipped for doing a better type of science teaching. Supplying this equipment is a county obligation and many counties provide money in the capital outlay budget for securing equipment to carry on proper work in science.

In a few of the schools some attempt has been made to broaden the science curriculum by offering courses in addition to the four science courses which have been recognized for a number of years in North Carolina. Several schools offer senior science in the place of physics or chemistry; one or two schools are experimenting with courses in advanced biology; and one school has developed in the high school a good course in nature study.

*Biology students studying pit moth in three year old pine planting.*





### HEALTH, PHYSICAL EDUCATION AND SAFETY

The health and physical welfare of school children is accepted as a definite though not a sole responsibility of the schools. Health is set up as one of the aims of education, and schools of North Carolina no longer adhere to the notion that education is concerned with mental development alone. Effort is being made to organize the school program so that the physical and social welfare of the child will always receive consideration.

#### Health Education

Schools of North Carolina have made much progress in providing buildings and facilities that furnish a healthful place for children to live seven hours daily. In the construction of all new buildings the health aspects are given consideration and facilities are provided so that children may put into practice desirable health habits. The sanitation of all schools must be approved by the State Board of Health before they are accredited. The accredited schools, to a large extent, make provision for proper lighting, ventilation, and seating. On the other hand, the sanitary facilities of many non-accredited schools, especially the small Negro schools, are deplorable and a menace to the health of the children.

*Health Services.* One of the greatest health problems in the schools of North Carolina is that of providing needed health services. Local health departments and the State Board of Health render valuable aid to schools, but because of their limited

#### *Morning inspection.*





personnel, health examinations and follow-up work are inadequate. According to a recent survey made by the Cooperative Personnel Study of the University of North Carolina conducted in several counties, fifty percent of North Carolina youths who have reached high school age have never had a physical examination by a physician. Another discouraging fact is that the health services provided to schools by County Health Units has been on the decrease for the past few years. It is a matter of common knowledge that a large percentage of school children have physical defects which affect seriously the learning process, and lower the health status of our adult citizenship.

*Pre-School Clinics*, conducted as a part of the Beginner's Day Program, have been sponsored by parent-teacher associations and schools with the cooperation of health departments in most of the schools of the State. These clinics have been instrumental in getting the correction of many physical defects prior to the child's school entrance.

*Daily Inspections by Teachers.* The daily inspection in the elementary grades by the teachers is considered by most schools to be a definite responsibility: (1) to detect early signs of communicable diseases, (2) to detect any apparent physical defects for the purpose of referring the child to a private physician, nurse, or health officer, (3) to provide an interesting and practical approach to health instruction as a matter of individual pupil interest, (4) to provide opportunities for encouraging good health habits.

*Reading health posters and easy health materials.*





*Follow-up Program.* The correction of remedial defects is definitely a medical responsibility. The schools, however, are properly interested to see that the necessary attentions and corrections are obtained. Teachers and nurses contact the home and encourage the parents to visit the family physician with the child. The State Board of Health and local health departments render excellent service to indigent children. Many community organizations help to finance clinics of various kinds for those whose parents are unable to pay.

*Weighing and Measuring.* In order to check on the growth of children and to stimulate wholesome interest in continuous growth, children are weighed monthly and measured two or three times each year in schools that have scales for weighing. Many schools, because of the lack of funds, however, do not have scales.

*Lunch Room Service.* The lunch room provided in most of the large schools gives opportunity for teaching good habits, knowledge of a balanced diet, and, at the same time, provides good lunches at reasonable cost. Many small schools, however, do not have facilities for lunch room service. WPA assistance has made it possible for many schools to provide lunch room service.

*First-aid.* A large percentage of the schools provide first-aid materials and services. These are not always available, since funds for these purposes are not provided by the State, and county budgets seldom take care of them. P.T.A.'s and other organizations provide these materials in many schools.

*A sixth grade health unit.*







*Field Day—A group in a Scottish Dance.*

*Health instruction* in the elementary grades is a required part of the curriculum. The program is usually conducted informally, using every day school experiences as opportunities to guide children into daily healthful living. Basal textbooks are not used in the primary grades, but State adopted supplementary health readers may be rented from the State Textbook Commission. Health instruction in these grades is not usually given, as a special subject, but is correlated with all school activities. Scientific facts are taught only in proportion to the child's ability to understand these facts and to appreciate their significance in daily life. In the grammar grades basal textbooks are provided free.

In schools in which the large unit method of teaching is used, the health instruction program is correlated with other subjects. Emphasis is not given to detailed facts of anatomy and physiology, but attempts are made to teach health facts that have significance in life and have possibilities of exerting influence in developing health habits. According to Principals' Annual Reports for 1939-40, only 10 secondary schools offered special credit courses in health. These courses enrolled 732 students. Most of the 109 schools that employed special teachers of health and physical education in 1939-40 allotted some time to health instruction. Six high schools gave credit for this work. It is true also that in many schools health instruction is correlated with other courses such as physical education, home economics, general science, and biology.





*Sunshine, fresh air and vigorous exercise help boys develop physically.*

### Physical Education

Much progress has been made in the last few years by the schools of North Carolina in the development of programs of physical education. A large percentage of the elementary schools include physical education as a regular part of the curriculum, devoting a minimum of thirty minutes per day, as required for accreditation, to activities that are pleasurable, wholesome, of a social nature, and from which health values are derived. The new course of study, *Physical and Health Education For Elementary and Secondary Schools*, published by the State Department of Public Instruction, will be of material assistance to schools in the development of their programs of physical education.

Although the status of physical education in North Carolina high schools is considerably below that of many other states, it is encouraging to note that much progress has been made during the last two years.

The following facts concerning special physical education teachers employed in the high schools of North Carolina show progress:





*"Over the top."*

|                                                                 | 1937-38 | 1939-40 |
|-----------------------------------------------------------------|---------|---------|
| No. schools with full-time teachers of physical education ..... | 11      | 39      |
| No. schools with part-time teachers of physical education ..... | 35      | 70      |
| No. full-time teachers .....                                    | 23      | 70      |
| No. part-time teachers .....                                    | 46      | 95      |

Of the 749 white high schools, only 70 employ full-time and 95 part-time teachers of physical education. However, many of the rural schools give recreational periods two or three times each week in which children are given opportunities to play games such as baseball, tag football, basketball, soccer, and volley ball. Such periods are usually supervised by regular teachers.

The figures given above do not include coaches of inter-scholastic teams. Practically every white high school and most of the Negro high schools carry on some form of athletics. Basketball ranks highest in popularity, with baseball and football ranking next. While in many instances athletic programs are often conducted without regard to the objectives of education, in most cases the athletic programs provide valuable experiences for those who participate. Standards are being worked out to protect boys and girls from strains detrimental to their health.





*They both are in the  
life saving business.*

School administrators are now attempting to provide opportunities for participation on the part of more students under better supervision and with more adequate facilities.

#### **Safety**

In the elementary schools safety is emphasized in all daily experiences. Special effort is made to provide opportunities to practice safe living. Safety in coming to school, safety in play, safety in the halls and rooms, safety in athletics, safety in the use of tools, safety at home, and safety on the highways, offer teaching opportunities in developing habits of safe living.

Attitudes, appreciations, and understandings in safety education are developed through safety organizations, pictures, posters, dramatizations, and through incidental opportunities arising in regular classroom instruction. In addition to correlating safety with other subjects, many teachers develop special units in safety.

The supplementary safety readers that are available on the rental plan for all the elementary grades are proving to be valuable in the development of interest in safety.



In the high schools safety is not usually treated as a special subject. There is considerable interest among school administrators in driver training, but the expense involved in providing cars has thus far proven prohibitive.

In such courses as health, physical education, agriculture, home economics, biology, general science, and to a lesser degree in all other subjects, safety is given some consideration.

Assembly and home room programs as well as clubs are used to present safety education in an interesting and effective manner.

#### School Health Coordinating Service

Working cooperatively for a number of years, State and local education and health organizations and other interested agencies have made steady progress toward improvement of the health of the school children of North Carolina. With the aim of further integrating these efforts and of developing a more adequate service, the State Board of Health and the State Department of Public Instruction, jointly, have established the School Health Coordinating Service.

This Service was organized during the early months of the fiscal year 1939-40, and by the end of September, 1939, a full complement of trained personnel had been engaged and active field work had been inaugurated. The staff, which serves on a

*Together they have reduced school accidents.*







*Children and teachers participating in an experiment in balanced nutrition sponsored by the State School Health Coordinating Service.*

full-time basis, comprises: a coordinator (director), a nutritionist, a public health nurse, two physical education advisers, a Negro physician, and a Negro health education worker. In addition to these regular staff members, the services of several nurses from the Division of Preventive Medicine of the State Board of Health were assigned work with this group for varying periods of time.

During the school session of 1939-40, concentrated work was undertaken in five counties; namely, Stanly, Person, Orange, Chatham, and Wayne. The combined population of these counties was 150,616; (1930 census); the total number of white and colored schools, 199; total teachers, 1,224; and the total pupils enrolled, 39,428.

The scope of the activities being undertaken by the School Health Coordinating Service does not include the performance of duties for which local education or health personnel are responsible. Rather this Service seeks to mobilize existing facilities and, through careful planning, to make possible the execution of an effective program with available local personnel. Health education and health service in the public schools constitute a cooperative enterprise; the establishment of a unified, well-integrated program that will meet the essential needs of various localities is essential. In developing such a program, the end product is not the result of a plan *ready made* by the Coordinating Service, but is one to which all participating agencies have contributed.



### ART

The elementary schools of North Carolina are increasingly changing their programs of work to larger units and integrated patterns with more functional activities for the child.

Art is taking its place in this program as one of the major means of the individual's self-expression. Creative expression is the right of every child. Variety in creative forms is also the right of everyone. In large unit developments often there can be seen this desired variety of expression in simplified form as through dramatization, sculpture attempts, architectural designs, wood and soap carving, puppet shows, pottery work, brass and iron casting, sketching, painting, costuming, interior decorating and the use of prints.

By these expressions of representation or imagination, periods in history are made to relive, characters to be impersonated, facts to be vivified, or ideas to become clarified. The fun element is also recognized as an inalienable right of every child. The individual's planning, stimulated thinking, reworking and refining

*In the art course various media provide opportunities for self-expression.*

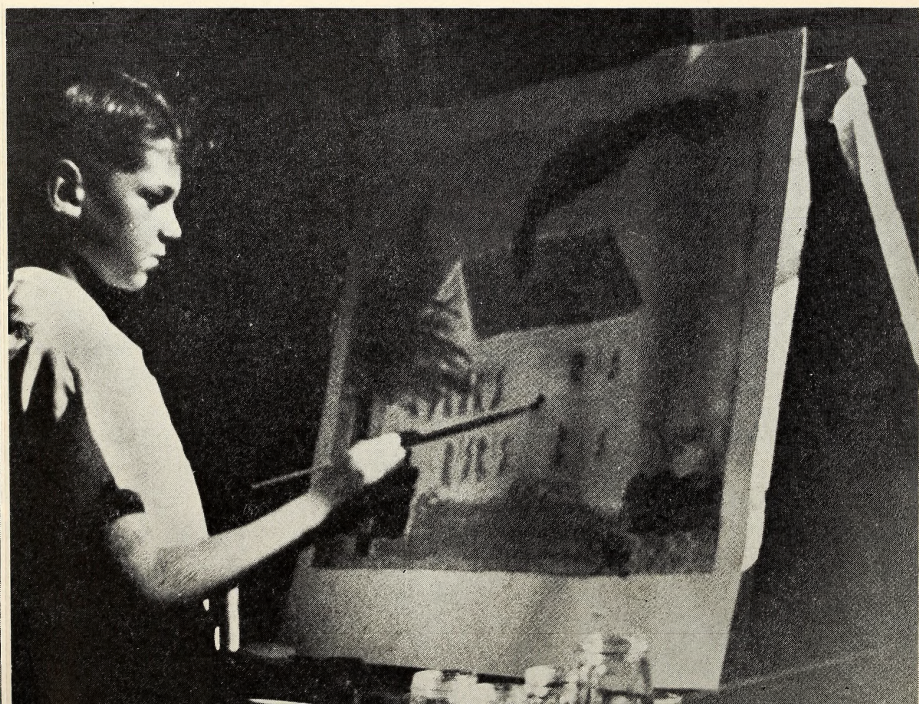




of his own performances are some of the opportunities which the art expression offers in his development of attitudes. It affords situations where accuracy, design, color, harmony, balance and proportion may become functional in the child's own returns.

Schools and administrators are recognizing that to have creative experiences the children must have materials to work with. State contracts are made for such materials as paints, brushes, drawing and construction paper, crayon, clay, and chalk which enables the schools to obtain desirable materials at minimum costs. Present requirements for the teacher being graduated from a State teachers college are nine semester hours in the Arts—including Drawing, Industrial Art, and Music. This equipment in both materials and teacher training is gradually better serving the child's program. In the main, the regular teacher, in the elementary school, is the teacher of Art. The resourceful teacher provides opportunities, makes possible more themes for expression, and except for counseling and guidance leaves the child with his tools to produce his own product.

*Easel work with large materials appeals to the child.*





Many county, city, and individual school groups of teachers are making definite advances in their Art programs. In 1939-40 thirty-one counties had an Art Promotion Committee, selected by the teaching staff to assist in strengthening the county program through demonstration lessons, selections of materials, exhibits and evaluation of representative work. For illustration, the activities of one county committee organization culminated in a county-wide Art exhibit day.

The secondary schools are likewise increasingly growing in Art interests and Art opportunities for the child. A tabulation of the curriculum of the secondary schools in 1939-40 showed an appreciably greater number of schools providing Art courses in Drawing and Industrial Arts than in the preceding year. This number is as yet far from an Industrial Arts opportunity for every boy and every girl as the State would desire.

Certain concepts of art expression are being accepted from the primary school through high school. Every person is capable of creative expression in some form. Every act of living; such as, manner, speech, dress, and voice are phases of art made up of the individual's recognition of line, form, color, harmony, design, proportion, arrangement, and balance. Every person is a consumer of art. Every person is an expression of art in varying degrees.

## INDUSTRIAL ARTS

A vital relationship exists between industrial arts and vocational education. Since the industrial arts course samples a number of adult industrial activities, it provides exploratory opportunities for the pupil that enable him to make a wiser vocational choice. By working with various kinds of tools and materials he is able to discover his interests and aptitudes in the mechanical world and to find an outlet for the constructive instinct that most pupils have.

Industrial arts education is also recognized as an essential part of general education. During the past decade more and more manual training has come into the elementary school as a result of the widespread development of activity programs and the large unit method of instruction. In the high schools better provisions have been made for general shop work. This practical form of education serves to broaden and deepen the pupil's interests and offers a desirable outlet for creative impulses. In the earlier grades industrial arts are either correlated with the art program or are integral parts of the activity program. In the junior and senior high schools provision is made for instruction by a teacher especially trained in this field. At the secondary

*The industrial art course provides exploratory opportunities as well as desirable outlets for children's creative impulses.*





school level woodwork is the most common skill taught; but where there is a local demand and adequate equipment can be provided, metal work, auto mechanics, electricity, mechanical drawing, and other courses are offered.

### MUSIC

The main purpose of the music education program in the public schools is to develop the child's innate musical interests and abilities. In the planning of the program, consideration is given to the basic thesis that children are being taught through music; therefore, the abilities and needs of the individual child are paramount rather than the forcing of the child into a specific musical mold.

A second consideration in the practical working out of the program has been the advancement toward the attainment of the primary objective of all music education in the public school; that is, the awakening and the development of every child's interest in and enjoyment of worthwhile music. This explains the wide range as well as the diversity of music experiences planned for: the singing of songs, the reading of songs, rhythmic activities, listening to music, learning how music is written,

*The rhythm band offers an opportunity to develop innate musical interests and abilities.*





creating music, and interpreting and integrating music in connection with other life activities.

Many varied situations are provided in which children may use their learnings in music. During the biennium there has been great progress in the several types of musical activities outlined in the curriculum with special emphasis on festivals and other group endeavors. Likewise, there has been an increase in the number of schools providing adequate equipment, such as the phonograph, radio, piano, and the instruments of the orchestra or band.

In addition to free textbooks in music, the schools are provided with instruction and guidance through published bulletins containing detailed reports of work accomplished and suggestions for the organization and development of the program.

An ever-increasing number of children in the public schools achieve success in music in some degree through the practical and progressive plans which are universally accepted as a part of the program as a whole for meeting the daily needs of children in many areas of learning. Music education is attaining its rightful place in the school curriculum.



### BUSINESS EDUCATION

Interest in the courses in business education, as shown by the number of pupils electing courses in this field, is good. In the last ten years the number of pupils taking these courses has increased more than four times. The tendency in the business courses is to offer a number of practical courses in such subjects as business law, salesmanship, business correspondence, personal finance, and business organization. Another tendency is to limit the number of pupils taking secretarial courses and to broaden the business curriculum to include subjects which will be of use to high school graduates, many of whom will go into the distributive occupations. Largest enrollments are in typewriting, since many students who do not take the full business course are interested in typewriting for personal use.

*Typewriting is a popular and practical course in business education.*





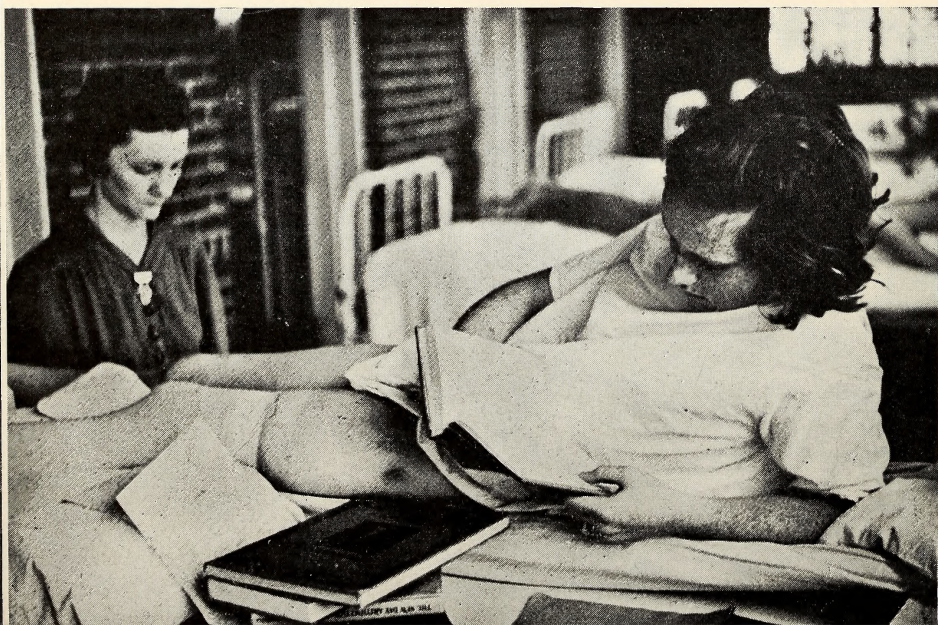
## SPECIAL CLASSES

To meet the peculiar needs of the exceptional school child, special class work has been provided in many schools. These classes are designed to prevent more serious disability and to correct faults already discovered. Atypical children need special guidance, if they are to develop wholesome personalities and make their best contribution to society. When a child's difficulties are properly diagnosed and he is placed in a small group, it is possible for the teacher to give him the individual attention needed to restore his confidence and self-reliance. Where the need justifies it, special classes have been started for children with physical, mental, emotional, and social handicaps.

In accordance with an act of the 1939 General Assembly, a school was established at the North Carolina Orthopedic Hospital in Gastonia. Instruction in this school is largely individual bedside teaching and is of great assistance to the crippled child in his attempt to make normal educational progress.

In the regular instructional program attention has been given to sight-saving, speech correction, and many other special learning problems in an attempt to make the public school serve more adequately all the children of all the people.

*Bedside teaching at the North Carolina Orthopedic Hospital at Gastonia.*





### VOCATIONAL EDUCATION

The program for vocational education in North Carolina as now organized is, in accordance with Federal laws, a part of the public school system. This program had its inception in 1918-19 subsequent to the passage of the Smith-Hughes Act in February, 1917, which provided a subsidy to the states for the teaching of (1) agriculture, (2) home economics, and (3) trade and industrial subjects in high schools. The fourth part of the program, the rehabilitation of the physically handicapped, began in 1921-22, in compliance with the Smith-Sears Act of Congress. A fifth division, designed to give training to workers engaged in the distributive occupations—store managers, salespeople, store service workers, deliverymen, messengers, newspaper vendors, waiters and stewards—was authorized by the George-Deen Act of 1936 and became effective in this State in 1937. This same Act of Congress provided for the establishment of an occupational and informational service to the schools, which got under way in 1939.

The chief aim of the program of vocational education is to prepare people, boys and girls in day schools and adults in evening part-time classes, to become more efficient earners and to enable them to maintain a higher standard of living. The rehabilitation program endeavors to fit the physically handicapped, by hospitalization, by proper corrective appliances, and by appropriate training, to compete with the able-bodied persons and to become self-supporting and useful citizens. The underlying philosophy of the instructional part of the program is to "Learn to do by doing."

Each of these phases of the program is discussed in the following sections of this report. The table below shows the expenditures for these purposes for a number of selected years.

**Expenditures For Vocational Education**

| YEAR    | LOCAL        | STATE        | FEDERAL      | TOTAL         |
|---------|--------------|--------------|--------------|---------------|
| 1925-26 | \$149,482.36 | \$153,923.35 | \$178,518.12 | \$ 481,923.83 |
| 1929-30 | 337,324.19   | 165,520.03   | 212,171.93   | 715,016.15    |
| 1931-32 | 169,787.53   | 122,887.47   | 271,440.87   | 564,115.87    |
| 1933-34 | 156,392.63   | 84,989.07    | 231,676.12   | 473,057.82    |
| 1934-35 | 217,681.45   | 89,657.58    | 294,627.09   | 601,966.12    |
| 1935-36 | 303,482.47   | 136,784.08   | 325,504.18   | 765,770.73    |
| 1936-37 | 330,458.77   | 153,243.31   | 349,652.28   | 833,354.36    |
| 1937-38 | 361,062.68   | 245,421.18   | 636,359.21   | 1,242,843.07  |
| 1938-39 | 412,415.92   | 261,242.01   | 693,319.84   | 1,366,977.77  |
| 1939-40 | 436,498.06   | 310,306.88   | 716,757.05   | 1,463,561.99  |

### Agriculture

The program of vocational education in agriculture has been in operation as an integral part of the public school system in North Carolina for twenty-three years. Vocational agriculture was formally introduced in the high schools of North Carolina under the Smith-Hughes Vocational Educational Act in 1917. In the school year 1918-19, there were 21 schools in the State with an enrollment of 323. Today there are 410 departments of vocational agriculture with an enrollment of approximately 33,000 pupils for the school year 1939-40. The students' labor income on projects for 1938-39 amounted to \$1,166,356.17. Vocational agriculture is taught in 89 counties.

The courses offered the vocational students in all-day classes include, in addition to vocational agriculture, the "core" subjects—English, history, etc. The agricultural instruction gives the pupil the fundamental principles underlying farming in his community and shows him how they may be put into practice to obtain the best results. All students do practice work on their home farms. Besides the valuable experience gained in this practice work, the students are earning money.

The farm shop is one of the very interesting parts of the vocational agriculture course. In shop work, a student learns to build practical appliances that might come in handy on a farm. This work is at all times closely correlated with the instruction given in the agriculture course. For example, if animal husbandry is being taught, the farm shop work might consist of building hog and poultry houses, self-feeders for hogs and poultry, feed-troughs, gates, etc.

**Expansion in Program of Vocational Agriculture**

| YEAR    | NUMBER OF<br>SCHOOLS | ENROLLMENT |                        |        | Financial<br>Returns on<br>Supervised<br>Projects |
|---------|----------------------|------------|------------------------|--------|---------------------------------------------------|
|         |                      | All-Day    | Evening &<br>Part-Time | Total  |                                                   |
| 1918-19 | 21                   | 323        | ----                   | 323    | \$ 41,480.85                                      |
| 1919-20 | 44                   | 721        | ----                   | 721    | 59,741.64                                         |
| 1924-25 | 105                  | 2,943      | 2,350                  | 5,293  | 600,477.03                                        |
| 1929-30 | 154                  | 5,300      | 5,220                  | 10,520 | 1,407,642.23                                      |
| 1931-32 | 185                  | 7,403      | 6,279                  | 13,682 | 891,905.40                                        |
| 1933-34 | 223                  | 9,059      | 6,874                  | 15,933 | 837,906.32                                        |
| 1934-35 | 276                  | 11,177     | 7,700                  | 18,877 | 1,936,357.01                                      |
| 1935-36 | 294                  | 12,964     | 8,040                  | 20,104 | 1,963,955.53                                      |
| 1936-37 | 309                  | 13,002     | 8,404                  | 21,406 | 1,430,733.26                                      |
| 1937-38 | 371                  | 17,000     | 10,003                 | 27,000 | 1,352,000.00                                      |
| 1938-39 | 389                  | 17,776     | 11,453                 | 29,229 | 1,933,846.75                                      |



Agriculture is both a science and an art. To farm successfully, one must know how to do various things. It is in this practice work that students learn by doing. The project is a required part of the year's work for an agriculture student. Each student is supplied with sufficient land or animals or both to give opportunity for practice work under conditions which conform as nearly as possible to farm conditions. The students are graded on production, production costs, and net profits.

In order to carry out the vocational agriculture program successfully, the men who teach agriculture are trained to carry on classroom work to teach farm shop, to supervise home projects, and to carry on community work, such as arranging and teaching part-time and evening classes, answering the farmers' questions, etc.

There are evening and part-time classes in agriculture for farmers and boys who cannot attend the all-day classes. In these classes, practical problems are brought up and discussed. The farmers and part-time students are kept posted on modern methods of farming.

*F.F.A. boys conducted over 1,000 poultry movement projects during 1939-40.*





The Future Farmer of America organization is a feature of the vocational agriculture program in North Carolina. This is a State-wide association for students of vocational agriculture with local chapters in operation in 348 communities representing 89 counties. About 12,000 farm boys belong to this association. The purposes of the association are: to promote thrift; to create, on the part of the boys, a love for country life; to create interest in the application of intelligence and business principles in farming, and to create social and educational entertainment for the students of vocational agriculture. The Future Farmers maintain two summer camps—one at White Lake in Bladen County and the Tom Browne Camp at Barnardsville in Buncombe county. The White Lake Camp is the first of its kind in the United States. It consists of six cottages accommodating about 300 students, a six-room cottage for the camp directors and a dining and assembly hall. The buildings are equipped with electric lights and running water. The Tom Browne Camp, though not quite as large, is equally convenient and an ideal place for a summer vacation. The object of the camps is to afford recreation for the boys.

*Instructing delegates on the procedures to be followed during the F.F.A. State Convention.*





Some of the achievements of the first six months of the 1939-40 year were: (1) 15,000 farm boys of high school age enrolled in systematic courses in agriculture. (2) Each of the 15,000 farm boys put into practice on his home farm the principles taught in the classroom by doing practical work, such as the growing of a crop, managing the farm, caring for the animals and the like. (3) Each boy kept an accurate record of his home work or project so that he could tell at the end of the year whether he has made or lost money. (4) Over 8,000 adult farmers attended short courses or evening classes to get information to enable them to improve their methods of farming. (5) The students of vocational agriculture were members of their own organization called Future Farmers of America. Some of the achievements of this organization were: 10,995 paid-up members in State Association; 164 of the 302 F. F. A. active chapters had paid-up membership of 100 per cent; 93 thrift banks with a total of \$28,847.10 as of January 1, 1940; 294 Father and Son Banquets with 23,412 fathers, sons and visitors attending; 312 chapters with complete F. F. A. ritual equipment; 4,271 F. F. A. Manuals used by local chapters; 297 chapters engaged in organized home improvement work (landscaping, beautification, labor-saving devices, etc.); 154 chapters did school ground improvement work; and \$133,343.54 actually invested in farming by active members as of January 1, 1940. (6) Teachers of agriculture and their students put on educational displays at 156 fairs, including fourteen booth displays at the State Fair. (7) Students took part in livestock judging contests at a number of fairs. These contests are designed to give the student training in knowing and selecting good animals. (8) Over 300 students took part in a seed-judging contest given in connection with the N. C. Crop Improvement Association meeting. (9) Teachers cooperated in the Soil Conservation, Agricultural Adjustment, Farm Security, Rural Electrification, Farmers' Cooperative Exchange and North Carolina Cotton Growers' Association programs. (10) Each of the 410 departments has a properly equipped classroom and shop.

### Home Economics Education

Sharing home life for the fullest possible development of the individual as a member of the family and the making of optimum contribution to the home and to the community is the purpose of home economics education. The development of the individual for happier and more wholesome living is the foundation upon which the first year of home economics is built. The problems in the second year give emphasis to the sharing of home life through the use of its resources—time, money, housing, energy, health, food, clothing, attitudes, and abilities. The third year of home economics is planned to give the student every opportunity to express and develop her own ideas, interests, and abilities.

The use of home and personal experiences of the pupils as materials of instruction to enrich the homemaking course is an objective of the high school home economics program. Home practice and home projects show evidence of application of class instruction in individual homes.

Cooperative schools and community plans are evolving to meet the needs of youth and adults in discovering the local resources and how they may best be utilized. Some of our most valuable resources are unused because communities are not aware of the facilities they have for helping young people learn to meet their problems.

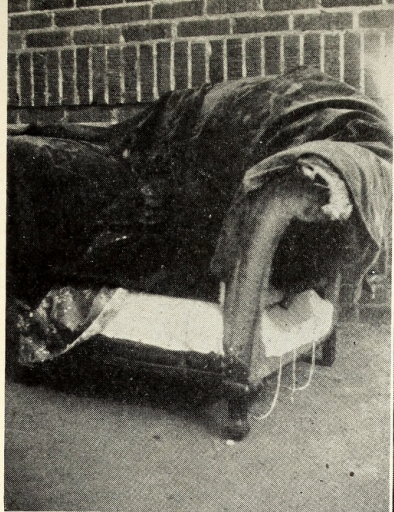
In 1939-40 there were approximately seven hundred and ninety-four home economics departments in the high schools offering instruction to about forty-eight thousand one hundred and fifty-five students. The accompanying table figures showing the growth in *vocational* home economics during the past decade.

**Growth in Vocational Home Economics Education**

| YEAR    | DAY SCHOOLS |            | EVENING SCHOOLS |            |
|---------|-------------|------------|-----------------|------------|
|         | Departments | Enrollment | Number          | Enrollment |
| 1929-30 | 6           | 227        | 271             | 3,501      |
| 1930-31 | 17          | 785        | 194             | 3,922      |
| 1931-32 | 34          | 1,667      | 277             | 5,596      |
| 1932-33 | 37          | 1,996      | 244             | 6,743      |
| 1933-34 | 41          | 2,184      | 285             | 5,376      |
| 1934-35 | 87          | 5,283      | 355             | 6,761      |
| 1935-36 | 113         | 6,737      | 318             | 6,707      |
| 1936-37 | 117         | 7,579      | 96              | 2,403      |
| 1937-38 | 227         | 15,756     | 138             | 3,728      |
| 1938-39 | 261         | 19,183     | 176             | 5,227      |
| 1939-40 | 280         | 20,894     | 161             | 4,718      |



*A useless piece of  
furniture converted  
into one of beauty  
and comfort.*

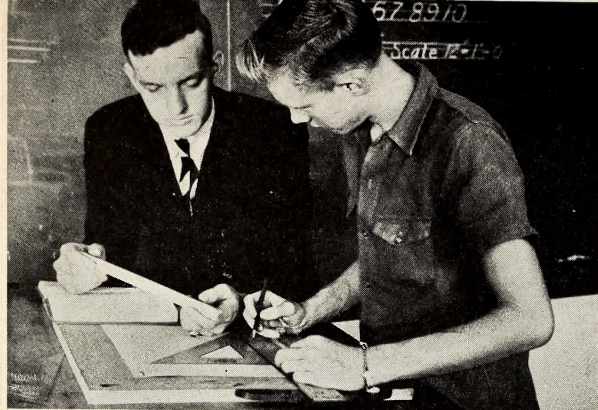


*Personal development  
is promoted through  
child study.*

*Handicraft work  
at a home  
economics camp.*







*A student learns to draw.*

### Trade and Industrial Education

Trade and Industrial Education has had a steady growth since 1919, as shown by the chart appearing on this page.

Young people are realizing that they must know how to do some particular job in order to secure worthwhile employment, and adults employed have found it necessary to continue their technical training to hold their present places or secure promotion in industry.

Trade and Industrial shop courses are offered in the high schools of forty of the largest centers of the State. Training in Diversified Occupations, where students get their shop experience in industry on practical jobs and receive their technical information related to the job in school, is provided in thirty centers.

An enrollment of 8,345 employed workers were taught in 568 classes in technical subjects to become more efficient on their jobs and thus eligible for promotion.

#### Growth in Trade and Industrial Education

1918-19    5-Classes 128 Enr.

1919-20    73-Classes 806 Enr.

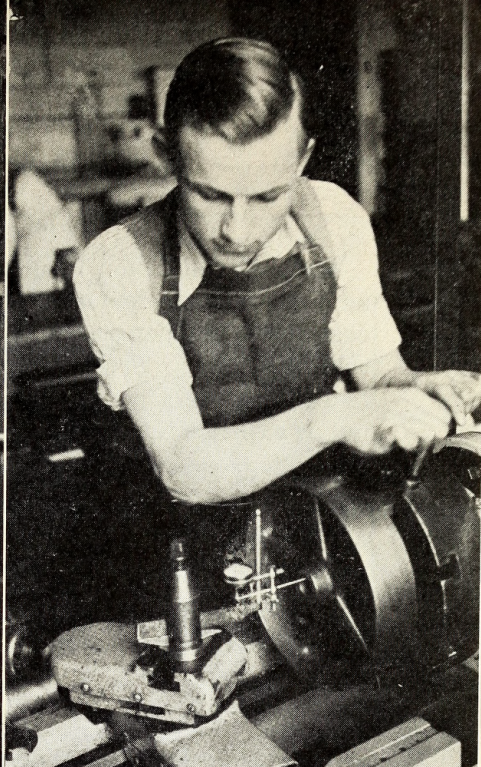
1924-25    259-Classes 3892 Enr.

1925-30    384-Classes 5887 Enr.

1930-35    509-Classes 7908 Enr.

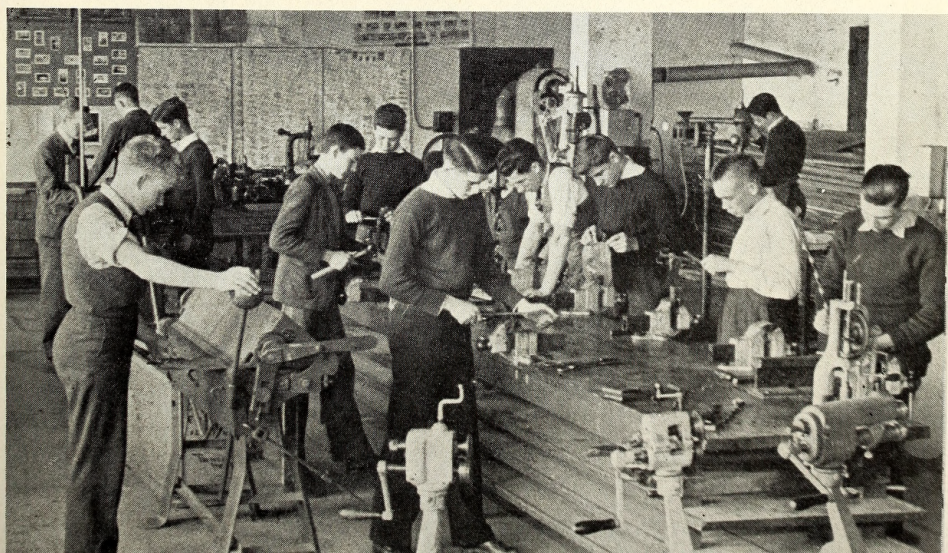
1935-40    714-Classes 9802 Enr.





*Trade students learn printing and machine shop practice.*

*Learning the metal working trades.*





### Vocational Rehabilitation

The Rehabilitation Program, which is strictly for adults, has advanced from a low of 18 rehabilitations in 1922, at an average cost of \$647.08 per person, to a total of 486 in 1940, at an average cost of \$286.42. From these facts it can be seen that it costs less to rehabilitate a person for life than it does to maintain him at public expense for 12 months.

Many of these clients have never been able to earn anything; hence the average weekly earnings of \$14.93 in 1940 represents a definite contribution to the economic well being of a large and very deserving group of vocationally handicapped citizens in North Carolina.

*Physically handicapped persons learning watchmaking.*





**Progress in Vocational Rehabilitation**

| YEAR    | Number<br>of<br>Persons | Average<br>Cost | Average<br>Earnings | Average<br>Net<br>Earnings<br>Over Cost | Average<br>Weekly<br>Wage | Average<br>Age |
|---------|-------------------------|-----------------|---------------------|-----------------------------------------|---------------------------|----------------|
| 1921-22 | 18                      | \$647.08        | \$538.72            | \$108.36*                               | \$10.36                   | 40             |
| 1924-25 | 94                      | 447.97          | 787.80              | 339.83                                  | 15.15                     | 31             |
| 1929-30 | 72                      | 763.07          | 869.44              | 106.37                                  | 16.72                     | 28             |
| 1931-32 | 124                     | 420.70          | 567.84              | 147.14                                  | 10.92                     | 27             |
| 1933-34 | 201                     | 289.54          | 627.64              | 338.10                                  | 12.07                     | 30             |
| 1934-35 | 239                     | 293.29          | 700.96              | 407.67                                  | 13.48                     | 29             |
| 1935-36 | 257                     | 327.76          | 703.04              | 375.28                                  | 13.52                     | 31             |
| 1936-37 | 312                     | 317.47          | 673.90              | 361.43                                  | 12.96                     | 27             |
| 1937-38 | 389                     | 297.90          | 753.15              | 455.25                                  | 14.48                     | 33             |
| 1938-39 | 300                     | 385.85          | 824.76              | 438.91                                  | 15.86                     | 32             |
| 1939-40 | 486                     | 268.42          | 776.36              | 507.94                                  | 14.93                     | 32             |

\*Decrease.

This Machine Age and the ever increasing toll of injured in automobile and other public accidents provide a steady stream of persons needing this service. Under the Social Security Act, Vocational Rehabilitation is permanent and continuing. Recent amendments to this Act make available \$3,500,000 annually in Federal funds to the states for this important work.

*Negro rehabilitation students learning barbering.*





### Distributive Education

Culminating a series of vocational measures inaugurated by the passage of the Smith-Hughes Act in 1917 supporting programs of vocational education in agriculture, trade and industries, and home economics, the George Deen Act, effective in 1937, provided in addition training for workers in distributive occupations.

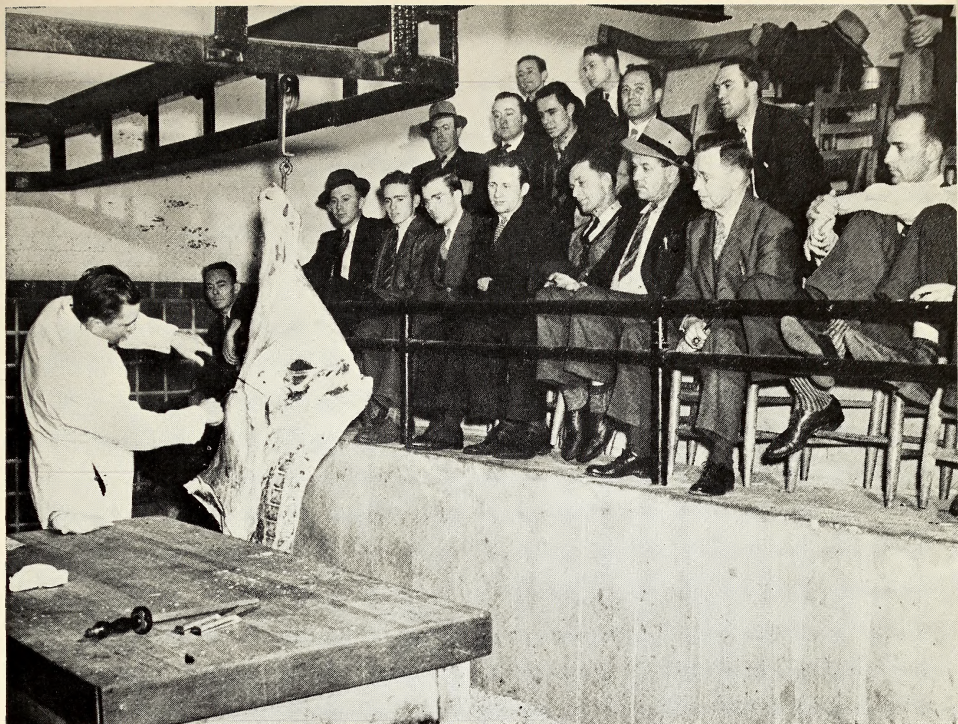
Distributive occupations are defined by the Act as those occupations followed by workers engaged in merchandising or selling activities, distributing goods or services either in a retail or wholesale capacity. Thus the new legislation provides for the training needs of all the major occupational groups in the economic cycle from production through distribution to consumption. This Act completes the program of vocational education in a democracy wherein all workers are given equal opportunity to prepare themselves to make a living, to increase economic efficiency, and to reduce waste in distribution.

Under the Distributive Education program training is offered to two groups of people: (1) regularly employed workers in

*A training class for waitresses.*







*A training class in meat merchandising.*

distributive occupations, and (2) high school seniors and graduates desiring to enter that field of work.

For regularly employed workers, buyers, managers, and owners who want to learn to do their jobs better or to prepare themselves for advancement, evening or extension classes are offered. The cooperative part-time program provides for high school seniors and graduates who wish to enter the field of distribution. Under this plan young workers divide their time between training in the school and practical experience in the stores.

During the year 1939-40 over 2,300 regularly employed workers in the major fields of distribution have been given training in 20 different communities. This work is being extended as rapidly as competent instructors can be found to fill the demand.



### Guidance Service

North Carolina was one of the first states to launch a supervisory guidance program under a cooperative arrangement with the United States Office of Education. Practically all of the schools in the State are giving some consideration to the problem of pupil guidance. A number of these schools have and are developing well defined plans for providing a fairly adequate guidance service.

The present emphasis which is being placed upon guidance as a function of education, is based largely on the fact that youth need assistance in solving many personal problems which are becoming increasingly more complex. Many of our schools offer a large number of elective courses. The choice of the right kind of courses is a major problem to the in-school youth. The student who "goes on" after leaving school is confronted with selecting one of a multitude of colleges or other training agencies. In many cases a wise choice calls for assistance from someone who is familiar with both the individual and the training agency in question. The problem of choosing a suitable occupation has become rather complex for a majority of youth.

*Individual counseling is the keystone of a guidance service.*





The main purpose of the Occupational Information and Guidance Service of the State Department of Public Instruction is to provide assistance to local schools and school systems in developing guidance programs suited to meet the needs of individual communities. Some of the specific services offered are:

1. To prepare and distribute special bulletins dealing with plans, courses of study, and literature on studies, investigations, and surveys in the field of occupational information and guidance.
2. To aid in initiating a guidance program in schools previously doing little work in this field.
3. To assist in evaluating the program in schools already doing considerable guidance work, and to offer suggestions for expansion.
4. To meet upon invitation with educational or civic groups for the purpose of discussing general problems and phases of guidance.
5. To cooperate with other agencies interested in the broad aspects of various youth problems such as N.Y.A., C.C.C., the State and National Vocational Guidance Associations, civic clubs, employer and labor groups, the Occupational Information and Guidance Service in the U. S. Office of Education, and the North Carolina Education Association.
6. To promote the training of teacher counselors in occupational information and guidance, and to advise with teacher trainers on all matters pertaining to the improvement of the program in the State.
7. To conduct, in cooperation with local authorities, group conferences for the purpose of improving local programs of guidance.
8. To answer by correspondence requests from schools and other interested agencies for sources of occupational and guidance information.

### LIBRARY SERVICE

The keynote of a successful library program is *service*. The variety of materials available, the use to which they are put, the percentage of questions which they answer, the ability and desire of pupils to use the material—all these things contribute to the measurement of the service received.

Of major importance in such a program is the school librarian herself. The school librarian in order to be successful must know boys and girls, must know books, must know teachers, must know the course of study, and must be able to bring all of these actively together. Her library professional training must be on a par with professional training required of teachers in other subjects. It must prepare her to organize and administer the library collection, to assist pupils in answering reference questions satisfactorily, and to select books and other library materials which contribute to the intellectual and spiritual growth of the pupils and teachers. With the realization of what trained library personnel can contribute to pupil growth, attention has been given in more and more schools to the selection of a library teacher, trained and equipped for her job.

In order that pupils may participate in library activities, student library assistant groups have been organized in many schools. These pupil assistants have an opportunity to carry on many of the duties of librarians and in consequence receive practical vocational orientation or training. Their interest in the library makes them keenly conscious of the rights and privileges of others in organized society. This citizenship training works to advantage in the development of other desirable civic attitudes. Their increased ability to locate desired information

#### Library Trained Personnel Service in School Libraries

| YEAR    | Whole-Time<br>School<br>Librarians | Part-Time<br>Teacher-<br>Librarians | Total | Schools With<br>Federal Library<br>Workers |
|---------|------------------------------------|-------------------------------------|-------|--------------------------------------------|
| 1929-30 | 11                                 | 13                                  | 24    | ----                                       |
| 1931-32 | 55                                 | 29                                  | 84    | ----                                       |
| 1933-34 | 42                                 | 46                                  | 88    | ----                                       |
| 1934-35 | 43                                 | 48                                  | 91    | ----                                       |
| 1935-36 | 55                                 | 75                                  | 130   | ----                                       |
| 1936-37 | 78                                 | 172                                 | 250   | ----                                       |
| 1937-38 | 91                                 | 232                                 | 323   | ----                                       |
| 1938-39 | 95                                 | 287                                 | 382   | ----                                       |
| 1939-40 | 103                                | 484                                 | 587   | 1181                                       |





*Trained library teachers assist pupils to satisfy intellectual curiosity.*

tends to make them less biased in opinions since discussions of both sides of most questions are easily found. Frequent searches for facts to be interpreted make pupils more alert to varied opinions and more anxious to study all angles of questions before forming opinions of their own.

In order that pupils may satisfy their intellectual needs, a large collection of books covering a wide variety of subjects is essential. Books on the reading level of the pupils and written primarily for them rather than for adults are necessary if they are to be used intelligently. The realization that children in elementary schools need many library books to read in developing reading and comprehension ability has resulted in greater consideration for younger readers in library purchases. The trend in buying has in recent years been toward providing library books at all grade levels and thereby equalizing library opportunities.

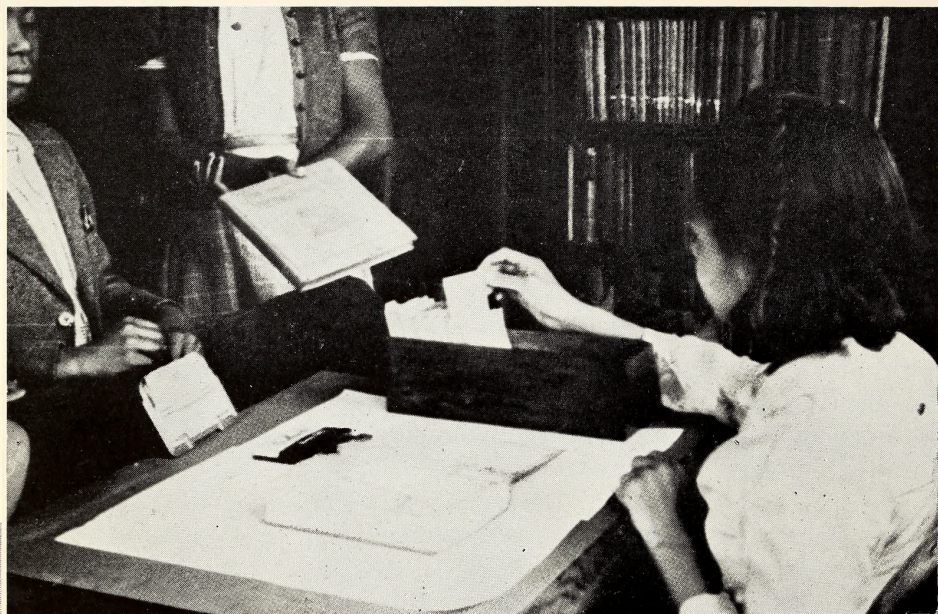
The table showing the number of library books in the

| Number of Library Books Owned |               |                   |
|-------------------------------|---------------|-------------------|
| YEAR                          | TOTAL VOLUMES | VOLUMES PER PUPIL |
| 1924-25                       | 590,273       | .7                |
| 1929-30                       | 1,218,080     | 1.4               |
| 1931-32                       | 1,395,267     | 1.6               |
| 1933-34                       | 1,564,928     | 1.7               |
| 1934-35                       | 1,636,835     | 1.8               |
| 1935-36                       | 1,739,223     | 2.0               |
| 1936-37                       | 1,898,369     | 2.2               |
| 1937-38                       | 1,985,984     | 2.3               |
| 1938-39                       | 2,067,165     | 2.4               |



public schools of the State is based on the total number of pupils, white and colored, in all types of schools, from the one-teacher school through the largest consolidated school in the State. With a national minimum of 5 books per pupil recommended, the average of 2.4 in North Carolina, although it is an increase over previous years, is still quite low.

*Pupils acquire citizenship training and occupational orientation by helping in the management of the library.*





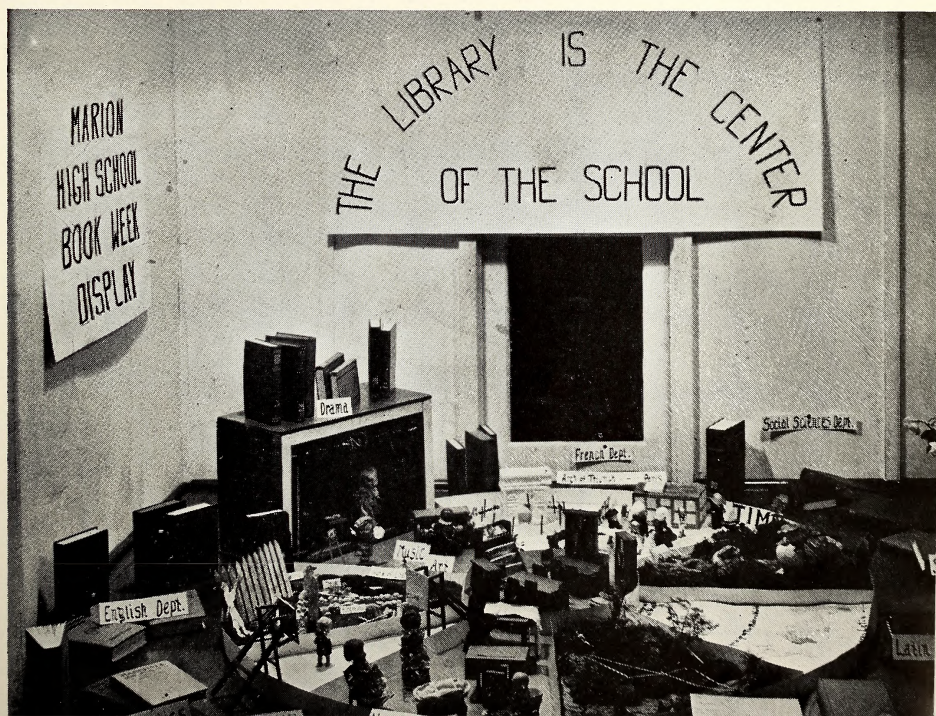
The books which are available are in constant demand as evidenced by the statistics on the circulation of school library books. Figures in this table are based on information received from more than

### Circulation of School Library Books

| YEAR    | WHITE     | NEGRO   | TOTAL     | AVERAGE<br>PER PUPIL |
|---------|-----------|---------|-----------|----------------------|
| 1931-32 | 3,690,575 | 210,511 | 3,901,086 | 6.5                  |
| 1933-34 | 4,083,941 | 184,107 | 4,268,048 | 7.2                  |
| 1934-35 | 4,099,229 | 338,981 | 4,438,210 | 7.5                  |
| 1935-36 | 4,094,297 | 395,748 | 4,490,045 | 8.1                  |
| 1936-37 | 4,946,995 | 618,420 | 5,565,415 | 9.6                  |
| 1937-38 | 5,266,816 | 603,805 | 5,870,621 | 9.6                  |
| 1938-39 | 6,930,272 | 739,677 | 7,669,949 | 12.12                |
| 1939-40 | 7,291,671 | 965,815 | 8,257,486 | 12.24                |

2,000 school libraries in the State. They do not include the use of any sets of supplementary readers or texts, nor do they include circulation statistics of books borrowed from public libraries and used in the schools. Although the total amount of book circulation appears large, the average per pupil is less than two books read each month that schools are in session. The average circulation per pupil increases in proportion to new books made available. It should probably be at least twice its present figure.

*The library meets informational needs in all subjects of the curriculum and helps develop varied recreational interests.*



## Expenditures for School Libraries

| YEAR    | WHITE      | NEGRO     | TOTAL<br>EXPENDITURES | AVERAGE<br>PER PUPIL |
|---------|------------|-----------|-----------------------|----------------------|
| 1929-30 | \$-----    | \$-----   | \$128,441.55          | \$.32                |
| 1931-32 | 70,190.50  | 10,219.82 | 80,410.32             | .16                  |
| 1933-34 | 98,333.41  | 11,924.43 | 110,267.84            | .19                  |
| 1934-35 | 98,729.48  | 14,017.35 | 112,746.83            | .17                  |
| 1935-36 | 123,151.11 | 17,646.62 | 140,797.73            | .25                  |
| 1936-37 | 151,884.64 | 17,232.57 | 169,117.21            | .29                  |
| 1937-38 | 215,969.22 | 28,961.16 | 244,930.38            | .40                  |
| 1938-39 | 257,891.95 | 30,862.86 | 288,754.81            | .46                  |
| 1939-40 | 236,551.93 | 31,977.84 | 268,529.77            | .40                  |

Among the reasons for the increased circulation is first of all the availability of more and better books. Next in consideration is probably the method of teaching which constantly calls for research and added information. Library publicity calling

## SCHOOL LIBRARY PROGRESS

(Per Pupil Basis)

1931-32

1938-39

BOOKS



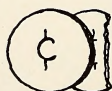
Each Symbol Represents One Book Per Pupil

CIRCULATION



Number Books Represents Circulation Per Pupil

EXPENDITURES



Each Symbol Represents Ten Cents



attention to specific books or types of books has also played its part in making pupils more book conscious.

Most of the books which have been added to the libraries in recent years have been selected and purchased with the reading interests and abilities of pupils in mind. The total spent appears to be a large sum, but on an average per capita basis it is extremely small. The average cost of books for school libraries is about \$1.25 for each book. Since the average book must be rebound, or possibly replaced after about 50 circulations, it is obvious that a large expenditure for library books would be necessary just in order to stand still. In fact, during the school year 1938-39, while there were 244,696 books secured for school libraries, there were 95,950 which had to be discarded because they were worn out or entirely out-of-date. With the annual discards averaging from 33 $\frac{1}{3}$  to 45 per cent of the additions to the school libraries, the total number owned cannot increase very fast. Inasmuch as there is no need to have a library unless it is used, the discards resulting from constant use are not to be deplored.

Considerable care has been taken to keep the books in the libraries in as good repair as possible. In this connection the administrative units have provided mending materials at an average cost of 10¢ for each book to be mended. The major portion of the mending has been done through the Library Project of the WPA which has furnished the labor for the work.

In presenting a chart combining the book collection, the expenditures, and the circulation of the books on a per capita basis a picture of the relationship as it affects library service is apparent. There must be money to buy books to circulate to boys and girls to satisfy inquiring minds, and these tools must be under the guidance of an alert library teacher in order that they may function effectively.

## ADULT EDUCATION

The 1939 Legislature provided an annual appropriation of \$30,000 for a State-Aid Adult Education Program, an increase of \$5,000 over the amount previously provided. During the session 1939-1940, 106 teachers were employed to teach 6,350 adults. During this year, too, 854 adults were taught by 125 volunteer teachers.

The following county and city administrative units participated in the program for the year 1939-1940:

| <i>County Units</i> | <i>Joint County-City Program</i> |
|---------------------|----------------------------------|
| Burke               |                                  |
| Catawba             | Buncombe County-Asheville        |
| Cleveland           | Gaston County-Gastonia           |
| Dare                | Rowan County-Salisbury           |
| Durham              |                                  |
| Guilford            |                                  |
| Hertford            |                                  |
| Mecklenburg         |                                  |
| Moore               |                                  |
| Orange              |                                  |
| Richmond            |                                  |
| Robeson             |                                  |
| Rutherford          |                                  |
| Stanly              |                                  |
| Swain               |                                  |
| Union               |                                  |
|                     | <i>City Units</i>                |
|                     | Durham                           |
|                     | Greensboro                       |
|                     | High Point                       |
|                     | Kannapolis                       |
|                     | Kinston                          |
|                     | Leaksville                       |
|                     | Charlotte                        |
|                     | Albemarle                        |
|                     | Winston-Salem                    |

The scope of the State-Aid Adult Education program varied in each participating unit, according to pertinent community needs as recognized by the local school superintendent. When desired the local authorities had the cooperative services of the State and district WPA Adult Education supervisors in planning and supervising the local program. In most participating school

## Enrollments by Age Groups, 1939-40

| AGE GROUP           | MEN   | WOMEN | TOTAL |
|---------------------|-------|-------|-------|
| 16-25 years.....    | 777   | 1,288 | 2,065 |
| 26-50 years.....    | 972   | 2,569 | 3,541 |
| Above 50 years..... | 180   | 564   | 744   |
| Total.....          | 1,929 | 4,421 | 6,350 |



units the State-Aid and the WPA Adult Education programs were jointly planned and supplemented each other. In this way, duplication of effort was avoided and resources were pooled.

Each school unit utilized available funds for the best possible experimental development of the adult education program for individuals and groups in each local community. Such experimentation was of significant value in planning for the future, when State and Federal funds are made available for adequate adult education programs as an integral part of public education in each school unit.

The Adult Education program included the following: adult elementary education, for removing the State blot of the high percentage of illiteracy; home and school cooperation; Americanization classes for the foreign-born; home management problems; health and hygiene; lip-reading for the hard of hearing; home crafts; classes in speech; public speaking; practical principles of economics; and discussion groups.

Among the outcomes of the Adult Education program during this biennium (1938-1940) two were outstanding:

*Home crafts is just one phase of the Adult Education program.*





First, that adult education is increasingly recognized as an essential for every citizen. To some the idea has come with a sense of shock, that adult education is not *only* for the illiterate group, but troublesome times have forced the realization that it is also designed to enable the best brains to wrestle with the worst problems. This realization is definitely motivating practical and systematic study through participation in carefully planned discussion groups.

Second, that practical experience has proved—even to the weakest teacher—that only democratic methods can succeed in work with adults. Unless adult students share in the planning and development of matters that concern their progress, results are negligible. When these mature students know that adult education helps them in carrying out their purposes, they work with a sense of interest and vitality. They have a vibrant sense of changing their own lives—of increasing their happiness and usefulness.

*Maid training is an essential in the course in home management.*





## A PROGRAM FOR THE FUTURE

(See page 2 for Summary)

In the preceding pages an effort has been made to picture by statistical data, charts, illustrations, and explanatory comment, the present situation of the public schools throughout the State. At the same time and by these same means the advancement that this State has made in public education during recent years has been shown. In presenting this picture, it is realized that "our best foot," so to speak, has been put forward. North Carolina, by no means, has reached the zenith in its provision for public education, even though progress during recent years has been truly remarkable. The circumstances and conditions under which recent improvement in the public schools has been made are also appreciated.

The public school is a growing institution. It has come to be the foundation of our democratic system of government and of our way of life. Next to the home, it exerts more influence upon our boys and girls than any other institution. It is there that character is moulded for adulthood; it is there that the fundamentals of citizenship are gained; and it is there that the democratic principles of the American way of life are learned. It is our duty, therefore, to preserve and protect the public school, to appreciate it, and to improve it for future generations.

It is the purpose of this section of this Report to point out very briefly some places in our educational structure at which advancement should now be made. Merely listing these "goals of achievement" will avail us nothing, however, unless all of us—legislators, State officials, parents, interested citizens, board members, local committees, superintendents, principals, and teachers—put forth our efforts for their accomplishment. In my opinion, the public schools, along with all other democratic institutions, are facing a severe challenge. In order to meet this challenge, both from within and from without, we must strengthen our lines of defense. We must hold fast to that which has already been won by hard work and sacrifice; and at the same time, if we are to preserve this great enterprise, the public school, as a necessary part of our democratic way of life, we must advance.

The following proposals, it seems to me, if enacted into law, will tend to strengthen the public school system at some of its weakest points:

### 1. Retirement.

The General Assembly of 1939 made provision for the appointment of a special Commission "for the purpose of making a study of such plans as may be submitted to it by the teachers and employees of the State, . . .", and to make "a report of its findings and recommendations to the Governor and Advisory Budget Commission."

The report of that Commission has been made. "Briefly described," the Commission states in its letter of transmittal to the Governor and Advisory Budget Commission, "the investigation of the Commission indicates that it is to the advantage of the taxpayers of the State as well as of the teachers and State officers and employees that sound contributory retirement provisions for these groups of public employees be adopted."

I simply want to state here that the recommendation of this Commission has my wholehearted support and endorsement. The employees of the Federal government already have a retirement system. A good many of the large industrial and commercial establishments have provided some plan of retirement for their employees. The Social Security Act applies to another large body of workers. Then, too, some municipal and county governments in this and other states as well as several state governments have provided a sound retirement plan for the economy and efficiency of the public service. Certain of the other states have already provided retirement systems for their teachers.

I believe, therefore, that the North Carolina teachers and other State employees should also have the benefits that accrue from a sound retirement system, not purely for themselves alone, but for the benefits that will redound to the school children and to the future welfare of the State. I wish to join with the State Retirement Commission, therefore, in recommending that a sound retirement system be established for both teachers and employees of the State.

#### FUNDS FOR THE EIGHT MONTHS SCHOOL TERM

### 2. Adequate Compensation for Teachers and Principals.

The State salary schedule adopted in 1921 provided a salary schedule as a guide in the distribution of State aid. This schedule set \$133.33 per month as the minimum salary of a white teacher holding a Class A certificate and with four years experience.

In 1931, when the State assumed the cost of operation of a six



months school term, the State salary schedule was reduced ten per cent, thus making the highest minimum salary \$120.00 per month instead of \$133.33. In 1933 the State School Commission was given authority to write a new State salary schedule on a level that would enable the public schools to be operated for eight months with an appropriation of \$16,000,000. Since this could not be done without a further reduction in teachers' salaries, the new highest salary was then set at \$90.00 a month with experience attached to such salary extended to eight years.

Since 1933-34, when the new salary scale became effective, there has been annual or biennial increases until now the State salary for a teacher holding a Class A certificate and having eight years teaching experience is \$128.00 per month. In my request to the Advisory Budget Commission, I recommended that a ninth experience increment be added to the Class A certificate at the rate of \$133.33 per month. For principals I recommended that a fifth increment of \$5.00 per month added to the present P-4 rating be established.

The estimated cost of making provision for these salary increases are included in the amounts requested for "Sub-Total Salaries" given in the following table.

It will be observed that the present State salary schedule is still below that fixed in 1921. On the basis of the latest comparative figures from the several states, North Carolina ranks 36th in the average annual salary paid teachers, supervisors and principals. The highest average salary paid these school employees was highest in New York—\$2,322 annually; the lowest in Arkansas—\$571. The average for the nation was \$1,374, whereas the average salary paid North Carolina teachers including principals and supervisors, white and Negro, was \$897 annually, or about \$75.00 per month when figured on a 12-month income basis.

Unless we in North Carolina can provide a salary schedule more in keeping with the demands of the times, I am afraid that the competition afforded by defense training organizations and industries will cause an exodus of teachers and principals from the teaching field. As this is written, it appears that there will be some increase in the cost of living. I doubt that even the 10 per cent alternative as shown at the end of the table will bridge the gap between the salaries paid on the present schedule and the cost of living for the ensuing biennium.

I, therefore, very strongly recommend that a careful consideration be given to this "cost of living" factor when the appropriation for public schools is made.





**Expenditures and Budget Request for Public Schools State Funds—  
Eight Months School Term—(Continued)**

| Objects and Items                           | Actual<br>Expenditure<br>1939-40 | Budget<br>Estimate<br>1940-41 | Budget<br>Request<br>1941-42 | Budget<br>Request<br>1942-43 |
|---------------------------------------------|----------------------------------|-------------------------------|------------------------------|------------------------------|
| 66. AUXILIARY AGENCIES:                     |                                  |                               |                              |                              |
| 661. Transportation of Pupils:              |                                  |                               |                              |                              |
| 661-1. Wages—Drivers.....                   | \$ 337,177                       | \$ 349,000                    | \$ 375,000                   | \$ 375,000                   |
| 2. Gas, Oil, Grease.....                    | 666,012                          | 700,000                       | 770,000                      | 770,000                      |
| 3. Mechanics.....                           | 250,019                          | 240,000                       | 260,000                      | 260,000                      |
| 4. Repairs, Repls. Ins.....                 | 424,867                          | 421,000                       | 461,500                      | 461,500                      |
| 5. Contract Transportation.....             | 23,647                           | 30,000                        | 30,000                       | 30,000                       |
| Sub-Total.....                              | \$ 1,701,722                     | \$ 1,740,000                  | \$ 1,896,500                 | \$ 1,896,500                 |
| 6. Truck Replacements.....                  | 581,498                          | 600,000                       | 600,000                      | 600,000                      |
| 7. Principals Bus Travel.....               | 11,113                           | 17,000                        | 17,000                       | 17,000                       |
| Total Transportation.....                   | \$ 2,294,333                     | \$ 2,357,000                  | \$ 2,513,500                 | \$ 2,513,500                 |
| 662. Libraries.....                         | 47,504                           | 54,000                        | 54,000                       | 54,000                       |
| Total Auxiliary Agencies.....               | \$ 2,341,837                     | \$ 2,411,000                  | \$ 2,567,500                 | \$ 2,567,500                 |
| School Commission.....                      | 59,468                           | 62,983                        | 64,000                       | 64,000                       |
| SURETY BONDS & WORKMEN'S COMPENSATION TAX.. | \$ 1,605                         | \$ 1,605                      | \$ 1,605                     | \$ 1,605                     |
| GRAND TOTAL.....                            | \$25,922,351                     | \$27,030,000                  | \$28,840,924                 | \$ 29,785,333                |

**ESTIMATED COST ON A FLAT TEN PER CENT INCREASE BASIS**

|                                                      | 1941-42       | 1942-43      |
|------------------------------------------------------|---------------|--------------|
| Estimated instructional salaries, present basis..... | \$ 23,252,159 | \$23,949,724 |
| Ten per cent increase.....                           | 2,325,216     | 2,394,972    |
| Total.....                                           | \$25,577,375  | \$26,344,696 |
| Add for Negro differential.....                      | 250,000       | 507,500      |
| Total for instructional salaries.....                | \$25,827,375  | \$26,852,196 |
| All other purposes (from above).....                 | 4,712,005     | 4,712,005    |
| Total request.....                                   | \$30,539,380  | \$31,564,201 |

only \$1,024 after eight years experience. There is no financial remuneration allowed under our present State schedule for the teacher who has taken graduate work and who has had a record of outstanding teaching ability. To my mind these accomplishments should be recognized by the State, since they undoubtedly add to the efficiency of the schools. The amount requested for this purpose will provide for the number of estimated eligible teachers and principals during the ensuing biennium.

*Negro Differential.* In view of recent decisions of the Federal courts, including the U. S. Supreme Court, it appears that we

are under the necessity of bridging the gap between the present maximum and minimum teacher schedules. During the last year we have moved in that direction, and splendid cooperation in our problem concerning this matter has been in evidence. If we continue to move in the direction of closing this gap in the two salary schedules, I am sure that cooperation will be continued.

In the table an additional sum of \$250,000 per year is requested for "Amount for Differential." This is the sum requested for raising the minimum schedule. If this amount is appropriated for each of the two years of this ensuing biennium and for three or four additional years, I believe the gap between the present schedules will be closed. It might be of interest to know that the Norfolk, Virginia, case was finally settled on a similar basis.

The plan seems practical; it is agreeable to the teachers and leaders of the Negro race; and I believe it ought to be followed. It will not only solve a very troublesome question, but will also comply with the constitutional mandates.

*Summary.* The table shows by objects and items the actual expenditure for 1939-40, the State appropriation for 1940-41, and the budget requests for 1941-42 and 1942-43, for the operation of the eight months school term.

The amount requested for the year 1941-42 is \$28,840,924, an increase of \$1,810,924 over the amount appropriated for 1940-41. The total amount requested for 1942-43 is \$29,785,333, an increase of \$2,755,333 over the appropriation for 1940-41.

The amounts requested as increases are explained as follows:

|                                                                                                                        | 1941-42     | 1942-43     |
|------------------------------------------------------------------------------------------------------------------------|-------------|-------------|
| 1. Normal increase for increments and additional teachers (3% over 1940-41 estimated expenditures for salaries) .....  | \$ 677,247  | \$ 677,247  |
| Second year increase .....                                                                                             |             | 697,565     |
| 2. Estimated increase for fuel, tires, janitors' salaries, and wages of clerical help, bus drivers and mechanics ..... | 256,917     | 256,917     |
| 3. Amount necessary for a fifth increment (\$5.00 per month) for principals .....                                      | 39,200      | 42,200      |
| 4. Amount to be used for additional salaries for persons holding special master certificates .....                     | 250,000     | 250,000     |
| 5. Amount to increase the salaries of Negro teachers .....                                                             | 250,000     | 507,500     |
| 6. Amount to add ninth increment to State salary schedule .....                                                        | 337,560     | 323,904     |
| Total increase requested .....                                                                                         | \$1,810,924 | \$2,755,333 |



The \$1,810,924 for the first year represents a 6.7 per cent increase over the amount appropriated for 1940-41, while the \$2,755,333 for 1942-43 is 10.2 per cent greater than the 1940-41 appropriation. Considering the question of public support of education from all angles, especially in the light of future progress, it is believed that the increases requested are very conservative. I believe that upon examination of each item for which increases are recommended you will agree that they represent minimum amounts for the advancement of public education throughout the State. I hope, therefore, that you will give each of these requests for funds your careful consideration.

### 3. Tenure.

In my Report to the General Assembly of 1939, I recommended that the question of teacher tenure be considered very carefully. I am renewing this recommendation at this time, because I believe that an adequate law which will protect teachers from dismissal for political or petty reasons should be enacted by the General Assembly of 1941. This law, in my opinion, should include adequate provision for teachers' sick leave comparable to that afforded other State employees.

I am aware of the fact that tenure, if it is not properly supervised, can be a very dangerous policy. On the other hand, I think a feeling of security among the teaching profession is needed in order to increase the efficiency of the instructional program and to protect the job of the teacher who maintains an active interest in the work and who, judged by the results of her work, is both able and qualified.

Partisan politics, personal favoritism, and nepotism have no place in a system involving the training of childhood. Only the best teachers that can be obtained should be satisfactory to any system, and having been proved satisfactory they should be continued on the job as long as they remain satisfactory.

The welfare of the children should have first consideration in the operation of any tenure law.

Perhaps the first step in the solution of this problem would be a continuing form of contract, instead of the one year contract as now provided for by law, in which the teacher or principal who has rendered satisfactory service would be continued in the same or similar position. I believe we should give very serious consideration to this question for the ultimate benefit of the schools and the children of the State.

#### 4. Vocational Education.

The program of vocational education is supported jointly by Federal, State, and local funds. Since its inception the type of training afforded under this program has been very popular. That part of this Report (page 87) on vocational education presents a picture of the program in its several aspects. The record shows that there has been rapid advancement in this field of instruction.

I believe, however, that we should strengthen this program very materially. At the present time, the State appropriation is not sufficient to match Federal funds. In order to more nearly meet present needs, I have included in my request to the Advisory Budget Commission a request of \$650,000 for the first year of the ensuing biennium and \$760,000 for the second year of the biennium.

The amount requested for the first year lacks \$115,000 of matching the Federal funds that are available to this State under present laws for administering the program of vocational education. The second year's request lacks \$5,000 of meeting the Federal amount available to North Carolina for this program.

If the General Assembly of North Carolina would match the Federal appropriation so that we could put our vocational education program on a basis for the Federal government to pay \$1.00 of the salary, the State to pay \$1.00, and the local government to pay \$1.00, we could then be able to promote a program of vocational education in North Carolina that would more nearly meet the needs of expansion and the demands of the people.

At the present time there are more than 100 requests for vocational agriculture teachers, 148 for home economics teachers, and 68 for teachers in trade and industrial education, that cannot be granted for lack of funds.

Our pro rata share of the \$15,000,000 made available by Congress for defense training was approximately \$300,000. Because of the fact that the schools of this State did not have shops and equipment with which to give the training required by the Council of National Defense, we have been able to secure only about \$50,000. Equipment for doing this work was available in only five schools, and even in these it was inadequate.

The amounts requested are simply to match Federal and local funds—to get \$3.00 worth of service for each dollar the State invests in the promotion of vocational and technical education.



*Industrial Rehabilitation.* The demand for the training of cripples for economic security is on the increase. Because of lack of funds the large number of persons eligible for this service cannot be reached.

The estimated expenditure for this important work for the current year 1940-41, is \$117,643. To meet the public demands for expansion in this field I submitted a request to the Advisory Budget Commission for an increase of \$40,300 for the year 1941-42 and for \$50,300 for 1942-43. An additional increase of \$5,000 has been requested for the maintenance of indigent trainees for each of these years.

I hope very much that the General Assembly will grant these increases in order that those citizens of the State who are disabled may be trained to fulfill their duties as self-supporting citizens.

*Industrial Arts.* In order to stimulate and develop a program of industrial arts education in the public schools the request of \$50,000 has been made. This fund would be used to supplement the present funds now appropriated for vocational education in providing training on a level below that of vocational education in the trade field. The vocational trade program begins with the 10th grade for boys 16 years of age. As we all know, many boys and girls never reach the 10th grade.

The Governor's Commission in its Report to the General Assembly of 1937 pointed out that there was a greater demand for increased industrial education than for anything else. A large part of this demand was for some type of training for the semi-skilled occupations.

I believe the time is at hand for the State to make provision for industrial arts courses in order that those boys not interested in academic training and not old enough to take vocational training may be benefitted. Not only would the boys themselves benefit from an exploratory program of this kind, but the efficiency of the schools would be materially improved by the removal of these boys from the congested areas in the regular graded program of academic training.

In my opinion, the State could do nothing that would stimulate the development of practical education and that would be more far-reaching in its effects than to make the appropriation requested for this training of our boys between 12 and 16 years of age. An appropriation to be used effectively at this point in the instructional program would do more than any other one thing

to decrease delinquency, unemployment and crime. I hope, therefore, that the General Assembly will make this appropriation.

### 5. Compulsory Attendance.

Although the ideal of having all children from 6 to 17 years of age attend school has not been realized, the percentage of such children in school and their attendance has greatly improved, as will be noted in the tables on pages 47-50. A study of the figures for this State reveals, however, that on an average 102,041 children are absent each day the schools are in operation. A total of 57,226 children withdrew permanently from school during the year 1938-39.

Absences and withdrawals from school are due to several causes, some excusable, but a great many unexcusable. The present compulsory attendance law states that all children between the ages of seven and fourteen are required to attend school and sets up machinery for the enforcement of this law including provision for excused absences. It is violating no confidence to state that this law is not enforced in a majority of instances. There are, perhaps, good reasons for this non enforcement of the law under the present machinery.

On the other hand, anyone who has had experience as a teacher or principal will agree that irregular attendance tends to cause a pupil to achieve less than he is capable of achieving, even though he tries to make up the lesson assignments that he has missed. Many parents do not seem to realize this fact, however, and for that and other reasons compulsory attendance laws have been enacted in the various states as a means of improving school attendance. Most of these states have set the age of 16 years as the maximum compulsory school attendance age. In three states, Georgia, Louisiana, and North Carolina, 14 years is the age limit for compulsory school attendance. Under the North Carolina law, a child may not be compelled to attend school after he reaches his fourteenth birthday.

The laws of this State also provide that no child under sixteen years of age shall be employed in any manufacturing occupations, or in many non-manufacturing occupations except by permit, while school is in session.

Hence, there is a two-year gap between the maximum compulsory school attendance age limit and the minimum employment age limit.

I should like to make three recommendations, therefore, with reference to this subject:



1. Increase the compulsory school attendance age limit to sixteen years.

2. Rewrite the compulsory attendance law in such a way (a) that all children within the compulsory attendance age will be enrolled in school, and (b) that unnecessary absences will be eliminated.

3. Make an appropriation for the *educational* enforcement of the law.

To my mind, the enforcement of any school attendance laws is a major problem, requiring the services of a sympathetic and understanding trained personnel. I believe an opportunity for work of this kind exists in our State-aid program of adult education.

The major problem of school attendance is usually the parent. These parent problems are concerned more often with the following: (1) lack of ability to buy necessary clothes, (2) ignorance of how to get needed help from community agencies, (3) inability to give useful cooperation because of lack of knowledge or misguided attitude toward the school, and (4) the failure to realize the importance of regular attendance.

Experience gained in the adult education program conducted in North Carolina during the past four years has demonstrated that parent education plus help in securing needed clothes and health education, and plus the additional education of the parent in the proper conception of the purposes of the whole school program and in the importance of regular school attendance, can bring about both improved school attendance and greatly improved parental attitudes.

Placing the school attendance problem with the adult education program will aid in solving the problem of illiteracy at the source. The two problems, school attendance and adult education very naturally complement each other.

In order to provide for a program of this kind on a Statewide basis the following suggested annual budget is prepared:

|                                               |          |
|-----------------------------------------------|----------|
| 1. For one State worker and secretary.....    | \$ 3,420 |
| 2. For 167 county and city field workers..... | 171,008  |
| 3. Travel for State and field workers.....    | 67,400   |
| 4. Materials of instruction and office.....   | 12,500   |

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Total annual budget necessary..... \$254,328

On the basis of the number of children concerned this would be about \$2.50 per child per year. Here is another point at

which the problem of unemployment, crime and delinquency should be attacked.

I hope, therefore, that the General Assembly will study this question very seriously. I venture the suggestion that a sub-committee of the Joint Committee on Education be appointed to confer with Department of Public Instruction and State Board of Charities and Public Welfare and to study this whole question with a view to its improvement.

### **6. Adult Education.**

The program of adult education as a part of the school program has been in effect now for four years. During the first biennium an appropriation of \$25,000 annually was made. This was increased to \$30,000 a year for the past two years. With this appropriation only 16 county and 11 city units were able to participate in the program.

I believe that the results of the work carried on in these units fully justify the expenditure of these funds. Elsewhere in this report (page 108) some mention is made of this work. Manifestly, if this type of work is to be effective for the State as a whole, then it should be put on in each county and city unit of the State.

The funds requested for this purpose for the 1941-43 biennium have this in mind. This request of \$145,000 annually proposes that an adult education program will be carried on in 20 counties entirely financed from State funds and in 80 counties on a matching basis.

### **7. Exceptional Children.**

The General Assembly of 1939 provided for a Commission to determine "ways and means of providing more suitable and adequate instruction in the public schools for exceptional children and to make recommendations to the Governor and General Assembly of 1941.

At the present time I am not aware of what the recommendations of that Commission will be. I simply wish to request, therefore, that careful consideration be given to the report and recommendations of that Commission. The exceptional child should be given especial attention in our program of public education.



## 8. Superintendents Qualification.

I wish to recommend that the words "is a graduate of a four-year standard college, or at the present time" be stricken from the second sentence of the third paragraph of section 6 of the School Machinery Act. This proposed amendment to the School Machinery Act will make the employment of the superintendent of schools dependent upon his holding a Superintendent's Certificate instead of simply college graduation as provided now.

In view of the fact that all teachers must hold certificates requiring professional training, I believe that for the efficiency of school administration the position of superintendent which ranks above that of a teaching position, should certainly be placed on an equal if not higher, professional rank, than that required for classroom teachers and principals.

## 9. Local Supplementation.

The General Assembly by section 14½ of the School Machinery Act provided for local supplementation after a vote of the people in school districts "having a school population of one thousand (1,000) or more." Only two districts, Farmville in Pitt County and Aberdeen in Moore County, have taken advantage of this section of the law.

I believe that the population limitation should be eliminated in the law and that instead the question of voting a local tax in the several districts be left to the discretion of the administrative boards and the people who live in the district. This to my mind is a fundamental principle of democracy. If the people, the taxpayers, wish to provide a school opportunity for their children greater than that provided by the use of State funds, then those people should be allowed to express themselves, regardless of the size of the district in school population.

I wish to recommend very strongly therefore that section 14½ of the School Machinery Act be amended to provide for this expression of democratic government.

